DOCUMENT RESUME

ED 105 959		JC 750 353

AUTHOR	Delgrosso, G. M., Ed.; Colford, G. D., Ed.
TITLE	College Perspective '74: Changes, Challenges, Choices. Proceedings, Annual International Institute on the Community College (5th, Lambton College, Sarnia, Ontario, June 10-13, 1974).
INSTITUTION	American Association of Community and Junior Colleges, Washington, D.C.; Association of Canadian Community Colleges.
PUB DATE	[75]
NOTE	326p.; Institute co-sponsored by Lambton College, Sarnia, Ontario, and St. Clair Community College, Port Huron, Michigan
EDRS PRICE	MF-$0.76 HC-$17.13 PLUS POSTAGE
DESCRIPTORS	Adult Education; *Collective Bargaining; *Delivery Systems; *Educational Alternatives; Educational Disadvantagement; Humanistic Education; Information Systems; *Junior Colleges; Outreach Programs; *Performance Based Education; Professional Continuing Education; Student Attitudes; Systems Approach; Upper Division Colleges
IDENTIFIERS	*Canada; College Without Walls; Community Based Education; Illinois; New Jersey; Personalized System of Instruction

ABSTRACT

These conference papers deal with many topics of current interest to community college educators in Canada and the United States. Subjects discussed include: performance-based, individualized, self-paced, and personalized systems of instruction; institutional goals; systems approaches to instruction; the integration of community colleges, public libraries, and educational media to form colleges-without-walls; community college development in Saskatchewan, British Columbia, Newfoundland, New Jersey, and Illinois; upper division colleges in Illinois; outreach programs for disadvantaged adults; community college staff development; community-based education; collective bargaining; community college internship programs; humanistic education; students' perceptions of their community college experiences; and the development of automated educational information systems. Contributors include George M. Delgrosso, Lawrence Coffin, Brian Donnelly, Floyd S. Elkins, Ronald L. Faris, G. Ernst Gieseke, R. F. Giroux, James O. Hammons, Ervin L. Harlacher, F. Higgins, D. Laplante, Karl J. Jacobs, J. R. Kidd, D. S. McLeavey, Clara Lee Moodie, Michael H. Parsons, Max R. Raines, Robert S. Ruskin, Walter T. Schoen, Jr., and Gordon H. Wright. (DC)

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PROCEEDINGS

FIFTH ANNUAL
INTERNATIONAL INSTITUTE
ON THE COMMUNITY COLLEGE

JUNE 10 - 13, 1974

LAMBTON COLLEGE
SARNIA, ONTARIO, CANADA

COLLEGE PERSPECTIVE '74: CHANGES, CHALLENGES, CHOICES

CO-SPONSORED BY:
LAMBTON COLLEGE OF APPLIED ARTS AND TECHNOLOGY
AND
ST. CLAIR COUNTY COMMUNITY COLLEGE
PORT HURON, MICHIGAN

ASSOCIATION OF CANADIAN
COMMUNITY COLLEGES

IN CO-OPERATION WITH:

AMERICAN ASSOCIATION OF
COMMUNITY AND JUNIOR COLLEGES

EDITED BY: G.M. DELGROSSO, G.D. COLFORD

JC 750 353

INTRODUCTION

G.M. Delgrosso, President, Lambton College, Sarnia

The International Institute on the Community College, within its short five year history, has become a major educational forum with a unique emphasis. That emphasis has been abundantly reflected in the four previous issues of the Proceedings and the present issue both confirms our commitment and continues that tradition. The Institute, in common with the colleges and educators it serves, has retained the flexibility and adaptability to respond to the "here and now" challenge of contemporary college education. The International Institute has played a leading role in disseminating information on the community college through its presentations, workshops and idea exchange sessions.

The current issue of the proceedings reflects the diversity and scope of the Institute response to the theme of "Changes, Challenges and Choices." A quick glance through the table of contents indicates both the level of expertise available to Institute delegates and the highly pragmatic approach of our resource people to the realities and dynamics of education at the community and junior college level. Those who have attended past Institutes will recognize that a pivotal feature of Institute organization defies even summmary inclusion in the proceedings. The workshops are often where the real action takes place and they are designed to bring special interest clusters together under the guidance of some of the most prominent educators on the continent.

It has not been possible to include all the contributed papers although every effort was made to do so. The editorial choice of material for inclusion in the proceedings was a difficult one, particularly with the abundance of excellent material. However, I feel that the final product is an accurate and comprehensive overview of one of our most successful Institutes.

I would like to express my gratitude and appreciation to Gerry Colford who worked most closely with me in the planning and organization, and to all of those who contributed in any way to the success of the Fifth Annual Institute. Special thanks are also extended to our keynote banquet speaker, Dr. William H. Birenbaum, President, Staten Island Community College, and to the Deputy Minister of Colleges and Universities for the Province of Ontario, Dr. Gordon Parr, who was one of our luncheon speakers.

The college was both pleased and honoured to host the organizational meeting of the World Federation of Colleges concurrent with the Institute. Every good wish is extended for the success of the new Federation.

I sincerely hope that you find the Proceedings a valuable addition to the literature on community college education.

—

N.B. The Sixth Annual Institute is now in the final stages of planning. This year's theme is "New Thrusts - New Musts" and the Institute dates are June 9th - 12th.

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IN STEP WITH HOLLAND COLLEGE

LAWRENCE COFFIN

STEP CO-ORDINATOR
HOLLAND COLLEGE
CHARLOTTETOWN, PRINCE EDWARD ISLAND

1 - 7

INTRODUCTION

Holland College, a young post-secondary institution, offers career training programs in a variety of fields and has committed itself to implementing training programs with the following features:

A. Industry has a major input.

B. Student learning activities are individually programmed.

C. Students progress at their own rate.

D. Evaluations are based on performance of skill.

E. Students may enter or exit from a program at any time.

F. Students may attend on a full-time or part-time basis.

G. Students evaluate their performance prior to confirmation by an instructor.

This article describes the approach to instruction used at Holland College. In developing its approach, the College was influenced by Nova Scotia NewStart Incorporated, Yarmouth, Nova Scotia.

Established in 1969, Holland College of applied arts and technology, was given a clear mandate by the Province of Prince Edward Island to provide Islanders with alternative programs at the post-secondary level. Its establishment was an integral part of the reorganization of educational services in the Province. The College opened its doors in September 1969 with 102 students and this year, in its fifth year of operation, serves over 700 students in full-time programs.

APPROACH TO INSTRUCTION

The performance-oriented approach to instruction used at Holland College is called STEP (Self-Training and Evaluation Process) and its objective is to help learners assume responsibility for their own development while acquiring the skills needed to enter wage-earning employment.

The introduction of STEP occurred only after many hours of planning and discussion. Because Holland College was a new institution, the faculty was able to develop its own philosophy of instruction. This was done through numerous staff meetings during which the nature of Holland College and an approach to instruction were fully discussed. In addition, other institutions were visited and resource people from education and industry participated in discussions. Meanwhile, members of the Board of Governors encouraged the faculty to be innovative.

There was unanimous support among the staff for the following basic principles:

A. Skills required in an occupational field shall be identified by persons in the field.

B. Learning shall be stressed instead of teaching.

C. The instructor shall assess, diagnose, prescribe, tutor, but not be the sole conveyor of information.

D. Programs shall be individualized to the extent that resources allow.

E. Resources, rooms, materials, and instructors will be scheduled, not students.

F. Evaluation shall be as realistic and meaningful as possible in keeping with evaluation in the work environment.

G. Credit shall be given for previously acquired skills.

H. Students should be able to continue their learning program in a systematic way after leaving the College.

I. Evaluations shall be based on performance, not attendance.

J. Instructors shall be accountable for student progress.

IDENTIFYING THE SKILLS TO BE PERFORMED

Perhaps the most significant step in organizing an instructional system is to have a clear description of the terminal behaviour expected of students. This means, therefore, that an analysis of each career field is required.

An analysis is prepared during a three-day "brainstorming" session. The program input is obtained from a committee varying in numbers from 8-15 people who either work in or are responsible for supervising persons who work in that occupation. Committee members must be well versed in the field and their specialty, be willing to share ideas and participate in discussions, and be open to innovation. They are led in their task analysis by a coordinator who is an expert in the method of task analysis.

The first step in making an analysis is to identify the major areas of competence within a field. In Electronics, for example, there were eleven areas of general competence such as "Apply Tools and Testing Equipment", "Trouble Shoot, Isolate, and Repair Defective Units", and "Plan and Control Work Methods". Once the general areas of competence are established, the committee then identifies all the skills contained in each area of competence. For example, a few of the specific skills found in the area "Plan and Control Work Methods" are "Maintain Clean Organized Work Environment", "Determine Time and Labour Requirements" and "Monitor Program to Control Costs".

After the skills are identified in each area of competence, the final stage of the analysis is to arrange the skills into a simple to complex sequence.

A 0-4 rating or evaluation scale is a major part of every chart. This scale is based on performance criteria and stresses quality, speed and degree of supervision required to perform a skill.

It is common for people to convert the ratings to letters and percentages, but to do so destroys their significance. If one were to rate the performance of skills by persons in any occupational field, he would find some tasks performed at a high level of competence, many at an acceptable level of quality

PORTIONS OF ELECTRONICS CHART

IDENTIFY & SELECT WIRE & CABLES	IDENTIFY & SELECT RESISTORS	IDENTIFY, SELECT, & HANDLE SYNCHRONOUS CONTROL ELEMENTS	IDENTIFY, SELECT, HANDLE, & STORE MICRO-WAVE COMPONENTS	IDENTIFY, SELECT, HANDLE, & PROTECT DISPLAY DEVICES	IDENTIFY, SELECT, ASSEMBLE, & HANDLE ROTARY SWITCHES	IDENTIFY, SELECT, & HANDLE HYBRIDS	IDENTIFY, SELECT & HANDLE ELECTRONIC COMPONENTS
ANALYZE VOLTAGE & CURRENT MEASUREMENTS TO ISOLATE FAULTS		ISOLATE FAULTS TO COMPONENT LEVEL	ISOLATE FAULT BY SIGNAL INJECTION	ALIGN OSCILATORS, DISCRIMINATORS, RATIO DETECTORS	CHECK COMPONENTS BY PATCHING		TROUBLE SHOOT, ISOLATE & REPAIR DEFECTIVE UNITS
INTERPRET CUSTOMER REQUIREMENTS IN RELATION TO EXISTING EQUIPMENT	ASSESS ENVIRONMENTAL RESTRICTIONS	ANALYZE USER REQUIREMENTS TO DEVELOP TECHNICAL SPECIFICATIONS	PRE-PLAN INSTALATION & SELECT TOOLS & EQUIPMENT	ANALYZE SHOCK & VIBRATION CONDITIONS & RECOMMEND MOUNTING ALTERATIONS	COMPLETE PRESCRIBED INSTALLATION CHECKOUT ROUTINE	ANALYZE INTERFERENCE OR INCOMPATIBILITY OF EXISTING INSTALLATIONS	INSTAL, INTERFACE & DESIGN SYSTEMS
ASSEMBLE MECHANICAL PARTS TO CHASSIS	ASSEMBLE ELECTRICAL COMPONENTS TO CHASSIS		PREPARE DETAILED LAYOUT SKETCHES	INTERPRET CHARACTERISTICS OF WATTS [illegible] STAGE FOR [illegible]	PREPARE PROTOTYPE TEST PROCEDURES		CONSTRUCT MODEL & PROTOTYPE ELECTRONIC EQUIPMENT
PREPARE DESIGN MODIFICATION SKETCHES		DETERMINE REQUIREMENTS & SELECT HEAT SINK		INITIATE DESIGN FROM DESIGN SPECIFICATION	ANALYZE ELECTRICAL THERMAL & MECHANICAL PROPERTIES & SELECT CONDUCTIVE MATERIALS	ANALYZE ELECTRICAL THERMAL & MECHANICAL PROPERTIES & SELECT INSULATION MATERIALS	DESIGN & DEVELOP ELECTRONIC CIRCUITS & EQUIPMENT
INTERPRET & DEFINE RANGE OF PRECISION IN MEASUREMENT	CALCULATE USING DESK CIRCULATOR	PLOT SMITH CHARTS FOR IMPEDENCE CALCULATIONS		APPLY BOOLEAN ALGEBRA TO SOLVE LOGIC FUNCTIONS		APPLY LAPLACE TRANSFORM TO LINEAR CIRCUIT ANALYSIS	PERFORM ELECTRONICS MATH CALCULATIONS
RECOGNIZE & HANDLE HAZARDOUS EQUIPMENT & SYSTEMS	MAINTAIN CLEAN, ORGANIZED WORK ENVIRONMENT		PROVIDE INPUT TO PROJECT CPM PLANNING	MONITOR PROGRAM TO CONTROL COSTS	DETERMINE TIME & LABOUR REQUIREMENTS	ANALYZE PRODUCTIVITY REQUIREMENTS TO PLAN, MODIFY & CONTROL WORK PROCEDURES	PLAN & CONTROL WORK METHODS

Figure 1

4	C	CAN PERFORM THIS TASK WITHOUT SUPERVISION OR ASSISTANCE AND CAN LEAD OTHERS IN PERFORMING IT.
	B	CAN PERFORM THIS TASK WITHOUT SUPERVISION OR ASSISTANCE WITH INITIATIVE AND ADAPTABILITY TO SPECIAL PROBLEM SITUATIONS.
	A	CAN PERFORM THIS TASK WITHOUT SUPERVISION OR ASSISTANCE WITH PROFICIENCY IN SPEED AND QUALITY.
3		CAN PERFORM THIS TASK SATISFACTORILY WITHOUT ASSISTANCE AND/OR SUPERVISION
2		CAN PERFORM THIS TASK SATISFACTORILY BUT REQUIRES PERIODIC SUPERVISION AND/OR ASSISTANCE
1		CAN PERFORM THIS TASK, BUT NOT WITHOUT CONSTANT SUPERVISION AND SOME ASSISTANCE
0		CANNOT PERFORM THIS TASK SATISFACTORILY FOR PARTICIPATION IN A WORK ENVIRONMENT

Figure 2

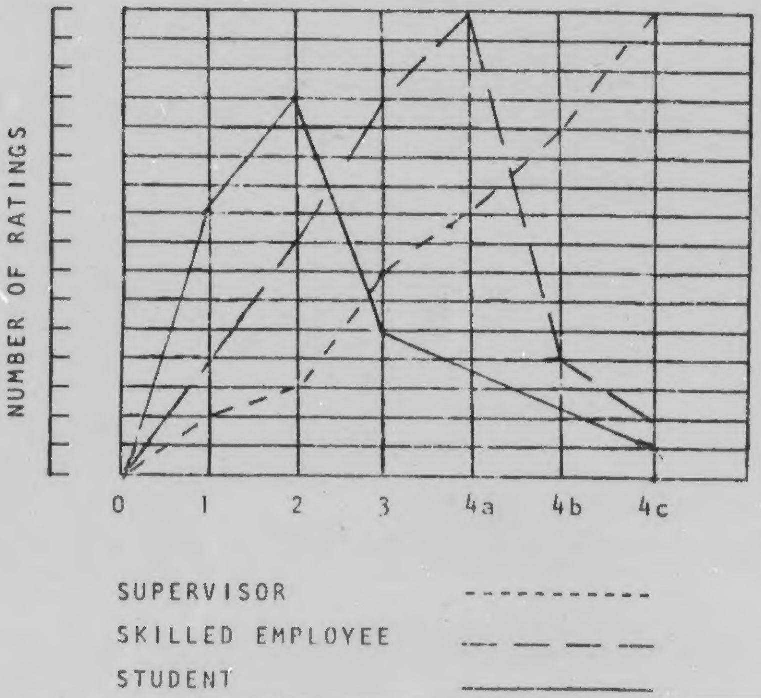

Figure 3

and speed, and some which are not up to a level for which an employer is prepared to pay.

THE DEVELOPMENT OF PROGRAMS

The completed task analysis is given to the program instructor who must now begin the major task of program development. The instructor's first responsibility is to define each skill more precisely by identifying its components for the student. To date, these skill elaborations do not specify criteria in terms of time, working conditions or available tools, equipment and materials. For example, the skill "Type from Proofread Copy" which appears on the Secretarial program's task analysis chart has been elaborated by an instructor as follows:

Type from Proofread Copy

Upon completion of this skill, you should be able to

(a) interpret proofreader's marks
(b) type corrections as indicated
(c) proofread final copy.

The next step for the program instructor involves the gathering and preparation of learning materials. In addition, human resources are identified, and equipment required for learning activities is specified.

In order to simplify the storage of learning materials for efficient access to students, each program has its own resource room. In it, vertical file boxes labelled to match each skill found on a program's chart are placed on shelves. Then, into each file is placed material designed to help the learner acquire the skill. These materials may consist of prepared lecture notes, manufacturers' handbooks and catalogues and articles taken from periodicals as well as references to selected texts. This serves to bring together, as quickly as possible, readily available materials related directly to the skill. It is desirable to have a wide range of print material to suit learners' various reading levels.

Moreover, the need to select and prepare a wide variety of audio visual materials is emphasized. Thus, instructors are constantly improving resources by obtaining commercially prepared audio and video tapes, slides, filmstrips, etc. In addition, college-prepared audio visual material is being developed by faculty. It is critical to remember that materials are designed for student and not staff use. Students should be able to learn from the material without an instructor's assistance.

STUDENT LEARNING PROCESS

Students coming to Holland College are interviewed by the staff, and at that time are made aware of the Self-Training and Evaluation Process (STEP) program. During the interview, academic deficiencies may be identified and a remedial program established.

When students arrive at the College and formally register, an orientation program is conducted. This consists of a slide-tape presentation and informal discussion, sometimes continuing over several days, so that the approach to instruction is fully understood.

Each student is given a copy of his program's occupational analysis and, in consultation with his instructor-advisor, begins to plan his career program. For example, if the career objective is generalized secretarial work, certain skills for employment as a secretary may be required while others may be optional. Learning to set an objective, to select appropriate skills to reach that objective, to determine what, if any, sequence is required, and to put this together into a plan of action is an important part of the learning process.

Learning situations should be as realistic as possible. For the Secretarial Arts program, for example, a Model Office has been established. In it, students act as receptionists, secretaries, supervisors, payroll clerks, typists, etc. Real work is fed through the office by students and staff alike. In addition, Secretarial Arts students spend part of their time in actual business offices taking dictation, using dictating equipment, preparing requisitions and purchase orders, and other documents. Senior Secretarial students handle the College switchboard one week at a time under the supervision of the telephone switchboard operator and receptionist.

Students may need encouragement to make the initial selection of learning tasks; however, a choice must be made even if the decision is changed at a later date. Much valuable time can be lost in deciding where to start. Therefore, a wide range of "real" projects should be available so that students can get started. Each project will likely require the learner to develop facility in a number of skills on the chart, and so result in a rating for several skills.

The student may go to someone outside the College for help; in fact, every opportunity is found to arrange such activities. After a student feels confident that he can perform the task, he rates himself. Then he and his instructor together review the task he has performed and the student's evaluation. The discussion which occurs is an extremely important part of the student's learning activity. When the student and instructor agree on a rating, it is entered on the student's official chart which is kept by the instructor. As the days and weeks pass, the student develops a profile of his skills and progress.

In multi-instructor departments, with a large number of students involved, it is conceivable that a student could attend the College without his learning problems being quickly identified. To prevent this from happening, each student is assigned to an "advisor" who is normally an instructor in the department. As an advisor, he is responsible for maintaining regular contact with the student and keeping a "weather-eye" on his general progress. An interview between student and advisor occurs at least once every two or three weeks. Every instructor throughout the College is responsible for rating in his subject area.

A Distant Early Warning (DEW) system is useful in order to alert both instructor and student to potential problems. Every three weeks, an analysis of student progress is made in the Registrar's Office. If danger signals appear, the advisor is alerted and asked for information; if no improvement is noted during the next analysis, a DEW letter is sent directly to the student. Letters are sent by the Registrar, but in consultation with the advisors. Normally, students who have not shown any progress during a six-week period are in danger of not being able to meet the objective which they set for themselves when entering the course.

Instructors have a responsibility to ensure maximum opportunity for the student to meet the objective which he has set. If the possibility of meeting his objective is in doubt, he is advised at the earliest possible date so that appropriate steps can be taken. In some cases, a new objective may have to be set; in other cases, the appropriate decision may be to recommend temporary or permanent termination from the program.

Normally, a thorough review of each student's progress in undertaken two or three times during the year. During this review, a student meets jointly with all his instructors. Out of this interview will come recommendations for continuation in the program, referral to special remedial help, additional financial assistance, or referral to employment.

On completion of his training program, the student receives an official copy of his chart showing confirmed ratings. Students are encouraged to discuss their career profile with prospective employers and, furthermore, to continue to use the document as a career training tool during their working life.

MAJOR OBSERVATIONS

It is the mature students who have been able to adapt most easily to this approach to instruction. The critical element appears to be the realization by a student that progress only occurs when he does something. Students who have adapted to the system have progressed beyond the normal levels of competence, both personal and technical, in amazingly short periods of time.

Instructors find themselves in the hitherto unusual, if not unique, position of making professional decisions about each individual student. They stand exposed in a way not found in regular institutions and yet success of the system is determined to a large degree by their willingness to assume this responsibility.

Some instructors find it difficult to confront a student about his personal or technical weaknesses and to demand standards of performance consistent with the student's career objectives. There is a tendency to delay the confrontation, thereby often frustrating instructor-student cooperation so necessary for student growth.

Many students come later and leave earlier in the day than is the case in traditional institutions. (Others, of course, put in much more time). The shorter work week results in slower progress. This, the College feels is a matter for the student to resolve, unless it begins to interfere with progress towards his objective. In any case, an instructor-advisor should be able to account for the whereabouts of "his" students at any time during the established working day. A record of attendance is kept, since this may affect progress; however, attendance is not used when establishing ratings. Attendance records are also useful when planning for the effective use of facilities and staff. A student who enrolls in the College and does not attend may find himself terminated and his "training station" assigned to another person waiting to enroll.

It has been found that many students may take as long as four or five months to adapt to a learning philosophy which gives the learner much freedom yet imposes an equal amount of responsibility. However, three factors have since aided in reducing this problem. First, continual development of learning materials suitable for students has resulted in shortening the adjustment period. Also, orientation programs have been continually revised and improved in all departments. Moreover, the establishment of industrial advisory committees for each program has enabled instructors to have identified those key skills which an individual must have prior to entry into his selected occupation. Thus, these key skills are those which new students may immediately begin to develop. That is, the skills provide a convenient place for the learner to begin.

College faculty remain confident that solutions to problems can still be found.

CONCLUSION

At present, the College is concentrating on three major areas of development: staff development, creation of a Learning Resources Centre, and familiarizing employers with the approach to education.

Since most instructors come directly from industry, a staff development program has been established to assist instructors in such areas as counselling, creating and maintaining a learning environment and developing learning materials.

In order to make common learning resources and audio visual equipment more readily accessible to students, a College committee is currently studying the requirements for a Learning Resources Centre and a program for its establishment.

Holland College students do not obtain a diploma when they "graduate." Instead, each student who meets the basic requirements in a program is issued with an official copy of his chart which is entitled "Record of Achievement." Many employers, however, do not recognize the significance of this document although students are obtaining employment in their particular fields of interest. However, steps are being taken to acquaint employers with the Holland College approach to education and the value of a student continuing to improve his skill profile while having the employer confirm the employee's progress on the Record of Achievement.

Despite the problems and frustrations encountered by faculty and students, surveys conducted to date indicate that few desire a return to a more conventional system of education.

THE PROVINCIAL AND STATEWIDE PERSPECTIVE IN NEWFOUNDLAND AND NEW JERSEY: COMMUNITY, CHANGE, AND THE COMMUNITY COLLEGE

BRIAN DONNELLY

ASSISTANT DIRECTOR
COMMUNITY COLLEGE PROGRAMS
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In a recent review of Christopher Jencks' Inequality, I was struck by the reviewer's remarks about change. He said, "We seem to be ready to talk about almost anything except the hard, slow road to personal and social change. That road begins when you and I look at our lives yesterday, look at out lives today, and then change what we do. How I speak to my children; how I sustain or stifle my wife, my brothers, my friends; and how we together compose a community working for basic change determines the future...."*

A decade ago it seemed that there was no question about the prospect for change. Significant social change appeared imminent and schools and universities would play an important part in the process. Community colleges themselves were emerging with a sense of mission which involved social change at the local level. While Jencks and others have raised some fundamental skepticism about the capacity of learning institutions, generally, as they may effect change, it is not clear that we ever had a clear notion of what the community college really meant as a part of the educational system which may be involved in social change. It is likely that our expectations for our colleges and universities probably exceeded the institutions' capacities to deliver.

But now it seems that there is a widespread skepticism about being able to affect social change, at all, through our educational institutions. This position may be extreme. Community colleges have enjoyed an identification with a social change mission which may take one of two general forms:

---

*John R. Garrett, Christopher Jencks' Inequality and Prospects for Social Change, Kappan, May, 1974, pp. 621-622.

1. Direct Intervention by addressing specific community problems in an attempt to configure the resources of the college in unique patterns to resolve problems; and
2. Indirect Intervention by addressing the needs of the students in order that they might gain new mobility by increased educational opportunity and/or by new careers.

Is there something in the notions of "community" and "community development" which can provide us with insights and approaches to the community college in quite dissimilar locations? I believe there is. Furthermore, I believe there may be some insights we may gain from these notions which may provide for the direction of community colleges as the alternative kind of educational institutions we often times only rhetorically claim, to have operative. Additionally, we may gain insights through these concepts into what the community colleges as unique institutions in statewide and provincial-wide systems of higher education may be. I am going to discuss three points:

First, I shall briefly describe the Newfoundland and the New Jersey situations;

Second, I shall discuss some notions about community and community development as they particularly relate to the community college.

Third, I shall mention what appear to be imperatives for the community college in the context of statewide and provincial-wide systems of higher education.

I. NEWFOUNDLAND AND NEW JERSEY

Definitions of "community college" and "community services" have been problematic in Newfoundland and New Jersey respectively. Some of the uncertainty in each case is common to both places despite tremendous differences. New Jersey is a highly urbanized, highly populated state. It has the densest population of any state in the country. Newfoundland is a generally, rural, sparsely populated province. Despite these differences, the two domains have shared some interesting similarities. Newfoundland and New Jersey have both, until the recent past exported the vast majority of their student populations for higher education.

A. Post-Secondary Educational Development in Newfoundland*

There are two major, apparent issues which have surrounded the question of post-secondary educational development in the province. The issues are whether the university or some other organizational authority should control development and whether the curricula should be "academic" or "vocational". An examiniation of some of the assumptions of these apparent issues is long overdue.

An assumption to the question, whether the university or some other organizational authority should control post secondary educational development in the province, is that only an organization which operates as a part of the university can offer university-level courses. A corollary to this assumption has been that university credit for non-university learning experiences cannot be articulated. Examples to the contrary refute these spurious assumptions.

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*This section of the paper is adapted from the "Final Report on a Study of Some Aspects of Post-Secondary Education in Newfoundland", A Published Report by Dr. Brian Donnelly, Faculty of Education, Memorial University of Newfoundland; St. John's, Newfoundland, September, 1973.

A second assumption has been that the organizational alternative to university control of post-secondary education is the "community college". Apart from the provincial-wide confusion on terminology and function of such an institution, the answer to the question of control of post-secondary education has been limited to the alternatives posed by the assumption; viz., university-controlled colleges or "community colleges". A corollary to this assumption has been that the services provided by something named a community college on one hand and by the university on the other hand are mutually exclusive

Cases of limited autonomy given to local communities for the development of post-secondary educational models are numerous. The role of universities in several cases has been one of provider of information. Other cases of university-initiated, community involvement in decision-making have led to organizational arrangements which may neither be properly called community colleges nor universities in the traditional sense.

The unfortunate result of a preoccupation with the question of control and organizational arrangements is that the purposes for post-secondary educational institutions, yet to be developed, have been obscured. If the purposes of the organizations yet to be developed are to reflect a response to needs, then an awareness of needs and a prioritizing of those needs has to be explicated.

A third assumption made is that needs are known and have been appropriately and openly discussed and prioritized. A post-secondary educational needs analysis has not been made. It is not clear whether there is a commitment to provide various kinds of post-secondary educational opportunity to all people in the province. It is not clear whether there is a commitment to serve those people who have the greatest needs for additional opportunity or those people who most easily fit into a preconceived model of post-secondary education. It is not clear whether there is an awareness of the institutional discrimination that occurs by virtue of where, in the province, an individual goes to school. It is not clear whether there is a willingness to commit resources to imaginative and creative post-secondary educational responses which are more than tokens, to the alleviation of such discrimination. It is not clear whether there will be meaningful commitment to the poor and to people from the Bay. Clarification on these questions will indicate what priorities for post-secondary education have been set.

A fourth assumption with widespread adherence is that the university is incapable of community service activity. The complementary assumption is that an educational institution, because it is called a community college will provide community services. There have been too many examples of community colleges in other parts of North America which have been elitist. Conversely, many universities have provided imaginative, creative, educational services to specific communities. Memorial University of Newfoundland has demonstrated through a multitutde of faculties and departments, a genuine commitment to serving some community groups. Yet the maintenance of elitist attitudes in other critical parts of the university have excluded or blocked the continuing development of many individuals who might benefit by post-secondary educational opportunities. A sparse population which is widely dispersed, presents special problems to the rovince. Yet these characteristics are not in themselves unique. e Province of Saskatchewan and the State of Maine both have situations very comparable to those of Newfoundland. In Saskatchewan, an exciting approach to the development of post-secondary education is being undertaken through a provincial authority rather than the university. The university, however, is involved in the undertaking. Centers are being developed throughout the province as a result of community needs analyses and local community involvement.

In Maine, the University of Maine has been given the authority to develop a network of "community colleges" which will be part of the University of Maine system. Centers are being established throughout the state. Program offerings are contingent upon local needs.

In neither of the two above-mentioned cases is there a building-program planned. The focus is on providing educational experiences in a large number of areas. The authority and control of the developing centers is being handled in two quite dissimilar fashions.

The province of Newfoundland is on the threshhold of very exciting and very costly developments in post-secondary education. There is an urgent need for an open analysis of the many issues surrounding this development. Proper planning and constituency involvement at the earliest phase of development may ensure imaginative and effective responses to the post-secondary educational needs of the province. It y hope that an open analysis will lead to post-secondary educational opportunity for a larger segment of the people of the province.

B. Community Services in New Jersey*

In the context of a state-wide system of higher education, the community colleges in New Jersey have been uniquely, although not singularly, commissioned to perform community services functions. In the broadest sense, community services would be understood as the delivery of educational services to the community at large with particular emphasis on offering educational opportunity to persons who have been denied such opportunity.

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*I acknowledge the aid of my colleague, Ms. Sally Davenport, in arranging some of the data for this section of the paper.

A rather nebulous conception of community services and a lack of specific educational responsibilities has led to a wide range of types of activities performed under the community services aegis in the community colleges. One finds that everything from simple public relations to the development of comprehensive aggressive and responsive outreach programs are categorized under the community services umbrella. While the continuing education and evening divisions of four year colleges have offered worthwhile programs for many years, they have often been limited for budgetary reasons to offer courses which could only pay for themselves. Often these non-credit course offerings have set the standards for community services or continuing education programs, in community colleges.

The community colleges were intended, among other functions, to provide accessibility of education to minority-group students and students who were otherwise unable to gain access to higher education. Additionally, community colleges were intended to bring a force to bear in order to improve the quality of community life. The development of educational responses for increased accessibility and for the identification of expanding educational resources in local communities have become the major components of the community services functions of New Jersey's community colleges.

Two factors have recently had an impact on the extent and nature of community services. The first is declining full-time enrollments in higher education. This has been accompanied by a greater demand by the public for more limited and narrowly focussed types of college offerings. These courses and activities have been flexible and easy to initiate because of their short-term value with a specific purpose. There has been a noticeable burst of community service activity in response to such demand. It is a particularly opportune situation for community colleges to make up enrollments in part-time community services areas for slackening full-time enrollments.

The second factor is a state funding pattern which militates against some of the new activities, particularly non course-work activities. Community analysis, inter-agency planning and counseling etc. do not generate FTE or equivalency in credit hours. Within a statewide system of higher education there is a need for institutional diversity (including a broad community service role for community colleges) to be supported and protected within the state system of higher education. While all higher educational institutions may be performing limited community services roles which must be supported and protected within the state system of higher education, there is a lack of financial incentive currently, to develop a comprehensive community services program that responds to needs that are educational but extend beyond classroom or cultural activity.

Self-Assessment of Community Services

A statewide self-assessment of community services programs was recently performed among the seventeen (17) New Jersey community colleges. A list of eighteen community services functions* was used as the basis for self-assessment. Table 1 lists these functions. It is not implied that every community college should be performing each of the eighteen functions well, or at all. It is likely, however, that a significant number of functions should be considered important by each college and that a significant portion of those functions should be performed well. Each college was asked to indicate whether a given function was considered of primary, secondary, or limited importance. The college was then asked to indicate whether it was performing that function at a superior, good, fair, or poor level.

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*Dr. Max Raines, et al at Michigan State University developed a taxonomy which was used for the self-assessment.

The Summary portion of the table, on the right hand side, shows those functions deemed to be performed well and those being performed inadequately, state-wide. Those functions which were being performed well were defined as those with 10 or more colleges giving a combined good or superior performance rating while 10 or more ranked it as being of primary or secondary importance. Functions being performed inadequately on a statewide basis were those with 8 or more colleges considering it important while rating performance fair or low.

With these stipulations, nine, or one-half of the 18 community services functions were judged as being performed well. On the other hand, six or nearly one-third of the eighteen community services functions were judged as being performed inadequately.

TABLE I.
Self-Assessment By New Jersey Community Colleges Community Services Functions

Numbers represent the number of colleges

Importance	PRIMARY	SECONDARY	LIMITED	-	NO	Most Important to Mission	Performed Well	Performed Adequately
Rating	SUPERIOR	GOOD	FAIR	POOR	RESPONSE			
COMMUNITY GUIDANCE	/					X		X
Importance	5	7	3	-	2			
Rating	3	5	7	0				
EDUCATIONAL EXTENSION (Extend regular course offerings)						X	X	
Importance	14	3	0	-				
Rating	3	12	2	0				
EDUCATIONAL EXPANSION (new types of courses & programs)					1	X	X	
Importance	13	3	0	-				
Rating	2	11	1	2				
SOCIAL OUTREACH (work with special groups)						X		X
Importance	9	7	1					
Rating	4	5	8	0				
CULTURAL DEVELOPMENT					1	X		X
Importance	9	5	2					
Rating	5	4	7	0				
LEISURE TIME					1	X		X
Importance	3	10	3					
Rating	3	4	7	2				
COMMUNITY ANALYSIS					1	X		X
Importance	6	7	3		1			
Rating	1	6	6	3				
INTER-AGENCY COOPERATION						X	X	
Importance	7	9	1					
Rating	4	8	5	0				

SUMMARY

Self-Assessment By New Jersey Community Colleges
Community Services Functions

Numbers represent the number of colleges

Importance Rating	PRIMARY SUPERIOR	SECONDARY GOOD	LIMITED FAIR	- POOR	NO RESPONSE	Most Important to Mission	Performed Well	Performed Inadequately
ADVISORY LIAISON (Community Advisors to the College)						X	X	
Importance	6	9	2					
Rating	3	10	3	0				
PUBLIC FORUM					2			X
Importance	2	9	4					
Rating	0	5	7	3				
CIVIC ACTION (problem solving with college county residents)					1		X	
Importance	5	6	5					
Rating	1	8	5	2				
STAFF CONSULTATION					1			
Importance	5	7	4					
Rating	1	8	4	2			X	
PUBLIC INFORMATION								
Importance	11	4	2					
Rating	7	5	3	2				
PROFESSIONAL DEVEL. in community affairs							X	
Importance	9	7	1					
Rating	3	12	2	0				
PROGRAM MANAGEMENT					1		X	
Importance	9	6	1					
Rating	3	8	4	1				
REFERENCE PLANNG.					1		X	
Importance	5	9	2					
Rating	5	7	3	1				

Self-Assessment By New Jersey Community Colleges
Community Services Functions

Numbers represent the number of colleges

Importance Rating	PRIMARY SUPERIOR	SECONDARY GOOD	LIMITED FAIR	- POOR	NO RESPONSE	Most Important to Mission	Performed Well	Performed Inadequately
FACILITY UTILIZATION							X	
Importance	13	3	1					
Rating	11	4	2	0				
PROGRAM EVALUATION					1		X	
Importan Importance	7	7	2					
Rating	1	7	8	0				

The table indicates that while some functions critical to the community college mission are not being performed well, many functions judged important, are being performed well. There is a need for development of support for the functions which lend themselves to maintaining a uniqueness for the community college.

In both Newfoundland and New Jersey there is an interest in providing an expanded set of educational opportunities to more diverse groups. In both situations, there is a need to develop increased community development supports, although many resources already are provided for community development.

II. COMMUNITY, COMMUNITY DEVELOPMENT AND THE COMMUNITY COLLEGE

It has been suggested in the community college rhetoric that community colleges will meet the needs of the community. Several questions are warranted concerning the phrase, "meet the needs of the community," particularly as some of the uniqueness of the community college in statewide and provincial-wide systems of higher education may rest in that phrase. Qestions such as who is the community?, what is a need vs. a want?, what are the priority of needs which should be met?, what is a community from the community college point of view?, is there a leadership role which community colleges should play in providing direction to a community? What is a good community? What is the role the community college should play with regard to the community? Should it be one of servant or should it be one of leader?

As we think of the terms "leader and servant", we think of a dichotomous situation: on one hand, the leader must have followers and on the other hand the servant must have a master or one who makes decisions as to what will be done. The more desirable posture for the community college would at first glance, seem to be that of the leader. But what is it about a community college that we think it should be a leader? In fact, the rhetoric implies that the community college would more properly fit a servant role in "meeting needs".

Each of the words has connotation that is attractive. "Servant" connotes a sensitivity to others which implies a responsiveness to another's needs. "Leader" connotes a firmness of conviction which provides for direction. It is when the two words are placed in opposition, seeming to suggest an "either/or" choice that a dilemma is presented. If the community college is a servant, can it not be a leader too? If the community college is a leader, can it not be a servant at the same time? The issue seems to center on the question of who provides direction to a particular activity. It is a beautiful question for the community college when framed in these nearly Messiahnic terms. The manner in which an educational institution is to meet needs is by providing for people in order that they would be more able to respond to factors in their environment. This would hold true for individuals as well as communities.

SERVANT	LEADER
Accepting Direction Provided by Someone else.	Providing Direction to Activities.

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It is not the case that the Community College must always be either/or; it may lean more one way than another depending upon the circumstances. Moreover, it may be that by extending these two terms in another dimension, that the two intersect. We can think of the serving leader which is not inherently contradictory.

For the community college which is in a position of leadership, we might say that it is providing direction. For the community college as a servant, it would be accepting direction from someone else. The idea of providing direction necessitates someone to whom this direction would be provided. Presumedly, the direction being provided is to the community being serviced. It would be safe to say that by providing direction to the community, the one doing the directing has an idea of what should or ought to be the case for the community.

Now here is a ticklish question. Notions of should and ought carry moral imperatives of a sort that are not value-neutral. Someone who is directing the community one way or another is saying, "This type of situation in which we should go is more valuable to us as a community." One might exclaim concerning the community college that boldly claims, "We have an idea of the direction in which the community should go" that "it can go bag its analogous head!" But isn't the implication of the community college as "leader", a provider of direction for the community?

A problem of course with this position is that generally speaking, there is a lack of understanding of what the Good Community means for the practitioner. What is the direction in which the community college President or Dean of Community Services or other personnel to go, once he or she has decided that the community college should be a leader providing direction to the community. There is a paucity of discussion on this point even though it is a starting point for any kind of practical community development work such as community services in the community college.

Roland Warren posed the question, "The Good Community, What Would It Be?" as the title of a talk which was recently published. He raised a number of very difficult questions which extend beyond glittering generalities. What are the characteristics of a good community? and what is the role of the community college as leader in moving the community toward them? Warren lists some issues which need to be examined which don't readily admit any answer in describing the good community:

1. Autonomy: Relying on other groups, e.g. national companies and their impact on local decisions;
2. Primary group relationships: i.e. How well do we know each other;
3. Viability regarding concerted action to confront problems;
4. Power Distribution: i.e. How can decision-making be distributed? Equally?
5. Participation: Everyone on every issue?
6. Degree of commitment: How important should the community be for me?-central focus my life?
7. Degree of Heterogeneity-Difference & Likeness;
8. Extent of conflict-consensus vs. collaborative change strategies. Need for conflict?

The alternative on the other end of the leader-servant spectrum is to be receiving directions from someone. What does it mean to say that the community college is a servant? The community college as a servant is presumedly responding to needs as they are presented. An editorial description of a community college in this situation is one, which in attempting to become legitimate, has said "yes" to whomever made a request. Of course, this sounds extremely beneficent.

Apart from the dissipation of resources which may occur by saying yes to any request is the failure of the community college to examine the implications of its actions as "servant". The unasked questions are who is providing direction to the service we are providing? That is, to what end is this service going? We talk of our public educational institutions as providing for the "public" -- but just who is the public? The special interest groups that have invaded the University -- such as national and international companies, the federal government through its agencies with defense contracts, etc.-have their counter-parts in the community college. Local companies, municipal government, etc. provide funding and expect certain programs in return. Who is the public to which we in the community college are referring? What was the role of the Chamber of Commerce in establishing the community college? Is there buying in? What implications are there for community development and and providing educational responses for those in greatest need?

Does the community college provide leadership by making value judgments concerning the provision or withholding of particular resources? Does the community college provide leadership for a community by attempting to articulate the direction in which a particular community should be moving? Does the community college provide leadership in the community by asking who the public is which it is serving? (Is it the disenfranchised or business and interest groups that provide us tuition expenses?) -- Does it have to be either/or? What are the practical ramifications for continued support? Is the community college on one hand free to choose priorities which may not be popular with the funding source? Does the community college simply respond to needs created by the direction existing in a particular community or does the community college provide direction? Is the community college a servant, who is it serving? What community is it serving? What interest groups is it serving? Who determines which interests will be serviced? Who determines the direction in which a particular community will go?

Apropos of the community college, we must look first at what community means in a human sense not necessarily first at what job needs there are in a given locale; then we must consider whether those local businesses and industries are serving or deterring that end. It may be that the community college ought not be providing training programs for some businesses just because they can pay, or because they are located in a certain geographical locus. It may well be that some businesses, industries and other special interest groups make requests for educational services from the community college while their own overall thrust runs counter to establishing human sharing and community. Community college leaders must decide in such a case, whether or not to provide services. Community college leaders must be able to determine what community in the phrase community services means in such a context. It is likely that the criteria for such a decision rests in the notion of community. It is an inappropriate understanding of the good community to think that just because programs are being offered to some interest groups that service is being provided to the community.

There may be implications for experimental colleges within existing colleges. The funding question is hard; we can't turn our backs on the need for resources. But can we turn our backs on the need for a commitment to social change that may imply taking a stand in opposition to some funding sources?

III. IMPERATIVES FOR THE COMMUNITY COLLEGE IN STATEWIDE AND PROVINCIAL-WIDE MASTER PLANNING.

Ben Lawrence discussed the service orientation of systems of postsecondary education. He addressed the role of the institution as a change agent.

> Goal-setting for post-secondary education necessarily involves a concern for the direction of education. It is not enough for planners to plan for meeting today's problems today or tomorrow. Lag time on delivery of services makes that approach outmoded. State planners must look ahead, anticipating where society is going to be the day after tomorrow beore starting to plan today.
>
> If postsecondary education is to serve society in the future, its goal-setting capabiltiy must not only determine where we want to be, but it must anticipate the changing aspirations of society in order to meet its needs as well as guide its aspirations.
>
> What kind of society is postsecondary education intended to serve? Should the institution become an active agent of social change?....
>
> Self-serving goals understood only by those within the institution will no longer be acceptable. Clear statements of purpose are currently being asked for and we may expect that they will continue to be asked for until received.*

The opportunity for the community college to provide a curriculum that is In the Community is particularly great for the community college which may be uniquely oriented to the community. And because of its presence in the community, the community college may be uniquely responsive to current critical campus needs. John Goodlad has discussed the unique role of the community college in a system of higher education. "Frankly, I am not at all sure that the junior colleges have yet defined functions with respect to the curriculum. And if the junior college is now going to move toward a pattern of curriculum organization which is merely an extension of what has preceded or what is going to follow, it will be losing its unique opportunity."*

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*Ben Lawrence, "Issues Related to the Purposes of Postsecondary Education," Statewide Planning for Postsecondary Education, Lyman Glenny, WICHE: Boulder, Colorado, 1971, pp. 3-4.

Leland Medsker pointed out that "The result (of community college uncertainty) is that some two-year colleges identify themselves so closely with a four-year institution that they organize and teach most courses in exactly the same manner as in the four-year college. When this happens, the junior college forfeits its identity and its opportunity to experiment in the development of a program most appropriate to it."**

The institutional identity factor for the community college that it is responding to the needs of a specific, indigenous community has been variously interpreted to mean something from "we are providing a community service by our very existence and by offering our university parallel courses," to the need for having every faculty member officially doing "community services"*** as part of his teaching load. A goal of responding to the needs of a particular community by the design of a specific curriculum is implied.

The "deliberate practice of instruction" as Cohen speaks of it, links teacher accountability and service to the community. Cohen stated that "The rationale developed in this book (viz, Dateline '79) is that of the college as a learning institution, directly accountable for student change. That purpose itself is subordinate to the college as an agency of community transformation"* In order to accomplish the goals implicit in these remarks, there must be community college personnel who are both knowledgeable about the community and effective in curricular change while having an idea of that to which the community will be transformed. The fact of the matter is that at present the community college is yet to develop appropriate methods for curricular responses to the specific needs of the community and lacks a futuristic notion of "community", essential to the unique role of the community college in a system of higher education.

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*B. Lamar Johnson, The Improvement of Junior College Instruction., Occasional Report No. 15, Junior College Leadership Program, Graduate School of Education, Los Angeles: Regents of the University of California, 1970; p. 24.

**Leland L. Medsker, The Junior College: Progress and Prospect., New York: McGraw-Hill Book Company, 1968.

***Andrew Goodrich, "Paper on Community Services", East Lansing, Unpublished, mimeograph, 1969.

Cohen stated that "Probably the most pervasive myth surrounding the curriculum is that the junior college is an open system that channels the needs of the community into curricular design. It is true that changes may occur in response to changed student populations and community pressures, but these changes tend to be made only within the constraint of what is essentially a *closed* system of marks, method, prerequisites, transfer requirements, and the campus itself." (Cohen, p. 82).

Elsewhere Cohen stated that "If the curriculum is to be built indigenously by each institution (and it is difficult to conceive of a valid contrary position), there must be a consistent base from which to work." (Cohen, p. 143). In order to build such an indigenous curriculum an expert (or a structure) on explaining community needs and resources who has a position in the organizational structure to effect curriculum change must be available. He or she must be able to translate community needs and resources into curriculum responses.

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*Arthur M. Cohen, Dateline "79: *Heretical Concepts for the Community College*, Beverly Hills: Glencoe Press, 1969, p. 138.

Conclusion

The special contributions which the community college can make in systems of higher education are closely tied to their special relationship to the community and the manner in which the educational resources of the college are linked to that community. This is true in Newfoundland and New Jersey. There is an implicit commitment to social change which the community college ideology maintains. The kind of change which is to be made demands further consideration of the goals for such change. The goals are closely linked to an understanding of what community means for the community college and what role the college should play in moving the community toward those goals. Statewide and provincial-wide systems must acknowledge and foster the unique contributions of diverse institutional types in addressing social change.

THE RATIONALE
FOR USE OF A
SYSTEMS APPROACH TO THE INSTRUCTION

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As the term "systems approach" is used in this presentation, it can be defined as simply the logical step by step process by which we can take most of the guesswork out of teacher and student achievement to insure effective learning. Of course, this is a relative statement -- all of us have a system of instruction and the logic and specificity of the process are a matter of degree. We are here, I assume, to improve the process.

Twenty years ago in education, we did not have to explain anything. Students and the public in general, took an educator's word as true. We were not questioned, and consequently many of us developed the habit of making decisions and providing educational programs without thoroughly thinking through a logical rationale for their implementation. But these times have gone by the way. "Why" is the big word. I call the present generation the "Why Generation" because they certainly do not mind asking any of us why we are doing whatever we are doing. This is an attitude that has developed in our culture during recent years. For instance when administrators first started receiving the "Why question", they were incensed that anyone would be so brash as to ask them why and consequently would completely ignore the question. Then there were more conscientious administrators who felt they should come up with some answer to the "Why question". For most of these the answer frequently was, "Because we've always done it like this," or "Because its in the Policies and Procedures Manual," or "Because its in the college catalog," or "Because its a requirement for graduation." I was on a regional accrediting evaluation committee a year or so ago and one college gave as a rationale for offering freshman composition, "It is required for graduation." In the last 2 or 3 years, state legislators and politicians who appropriate money for the operation of our institutions are wanting to know why we are continually asking for more money in addition to the normal inflation increase. Are they getting any better educational programs, any better educational institutions from an increased expenditure in funds? There is no way around this one, we must answer these people. In order to come up with clear definitive answers, we must have our educational programs well organized or systematized. We must have documentation. We must have some type of data to indicate empirically that we are doing an effective job and our effectiveness is increasing.

The ideas accompanying systematizing are going to be resisted by faculty, however, and frequently resisted by administrators. A typical response from a faculty member is a quote from Bill Ferguson in an article he published in English Education, "No doubt having a clear notion of where one is headed is some aid in getting there, but English teachers for the most part have always known where they are going." This is typical of a teacher-centered statement. When we hire faculty, we hope that they know where they are going; this is not one of our concerns. We are concerned with whether the student knows where he is going. We want learning to take place. I am going to assume here that learning is the product of the institution, our major product. If students do not learn while they are in our educational institutions, then we must have been a failure, to put it negatively. Let me define learning as I will be using it. A well accepted definition is that learning involves a change in the behavior of the learner. My interpretation of this is a physical or psychological change -- covert or overt. If the student's behavior is not different after we have had him attend our educational institution than it was before he entered, he certainly gained nothing from us. Now the term "teaching" is more difficult. I have virtually quit using this term because I am not sure what it means anymore. We do know there are some things that we ought to do as teachers in order to facilitate learning on the part of the student and I will go over these quickly.

1. Communicate.
2. Motivate.
3. Provide a variety of learning experiences.
4. Develop a valid reliable instrument to evaluate all the student should have learned.

Let's go back to communicate -- what should an instructor communicate to the students? For effective communication to exist, the instructor must communicate to the students the following:

1. The concepts and skills the students are to master.
2. Learning experiences available which will assist in mastering the concepts and skills.
3. Conditions for a valid, reliable evaluation of student achievement.

When the above communications are made in writing, the instructor will have his course written in a form which lends itself to analysis for upgrading and refining the instructional system.

The idea of motivating students is often taken by educators and others with tongue in cheek. However, I consider this concept a very important responsibility of the faculty. But I think it ought to be brought down to specifics such as the following:

As an instructor presents his course to the student --

1. Make it relative.
2. Make it meaningful.
3. Explain how the student will benefit from meeting the objectives of the course.

Of course, if number 3 is accomplished, then automatically, numbers 1 and 2 are covered.

One other important learning principle should be considered at this point and that is, "Learning depends on a satisfactory climate -- a climate characterized by good interpersonal relationships." Some faculty tend to create a contest, or even a battle with the students, from the very beginning while the more successful instructor will present the image of a person who wants to be of service to the students. An instructor who wants to assist the students in learning whatever is to be learned creates a positive atmosphere in the classroom or in his relationships with the students.

So our rationale must be based on the real objectives we have for our institution -- on whatever services we wish to render to the students.

PART II -- IMPLEMENTATION OF A SYSTEMS APPROACH TO INSTRUCTION

When the term "system" is used in this presentation, it is not being referred to as some extraneous process that is being brought in and imposed upon the faculty. The term "system" here will be used to designate an individual's own system of instruction. Everyone has a system of instruction that could be placed on the continuum from an extremely casual system to a very rigid formal system. It may extend from a system that is completely in the instructor's head to a system that is written out in fine detail, but everyone has a system. It may be a poor system or it may be an effective system. After we get faculty thinking about their own system of instruction, I ask two questions. "Is your system achieving what it is supposed to be achieving? Is it accomplishing its purpose?" Then go on and ask, "Can you analyze your system?" Now these questions are going to be tough on the instructor that is highly casual or the one who has his whole system stored away in his head.

When we ask faculty if they can analyze their system, we are actually talking about a systems analysis and this term I think was created by the data processing people, but it is really not complicated. It merely means breaking a whole down into smaller parts where we can get a better look at it. To do this, you are going to have to write something down. Some people are going to have to take it out of their heads and put it down on a piece of paper. The system of instruction can be written down in modules, divisions, segments, chapters, categories, units or objectives. These terms are really not important, however, a decision should be made on what different parts of the system are called, at least for definitive purposes, and then those selected terms should be used consistently.

When instructors record what they are actually doing, many benefits can be derived from this document. It will have analytical capabilities. It will enable the instructor to refine his teaching. It will cause the teacher to assess his techniques of instruction. It will allow members of the department to interchange ideas. It will cause a higher level of consistency among department members teaching the same courses. Revision and upgrading of instruction will be facilitated and the instructor will be on the road to developing a course that can be offered on an independent self-paced basis.

When the leadership begins to appeal to the faculty to write their courses in a systems approach, we must consider on what basis to make this appeal. I have had greatest success by appealing to individual instructors' professional pride. If they are really professional, they will want to continuously improve. Ordinarily we cannot offer them too many contingencies. However, contingencies ought not to be ruled out -- contingencies such as release time or compensatory pay.

We need to make sure we start faculty where they are and not pick them up and put them over in a new ball park and tell them everything they have done in the past was wrong. Start the instructor on a positive note, explaining that we assume that what has been done in the past was all right. We just want them to continue what they have been doing plus making a greater effort in upgrading their courses and in identifying weaknesses. You can make these statements to all faculty. Even your very best faculty member will have relative weaknesses. Of all the things that are done in instruction, the very best faculty members will be better at some than they are at others.

Keep the format of the system that is going to be used by your institution as simple as possible. I think some people across the country have made an error by asking faculty to assimilate highly sophisticated instructional systems, when actually it is not necessary. Avoid unnecessary jargon. Try to use a language that everyone can understand, no matter what discipline they happen to be in. Do not be a show off and act like an educational technologist, or an educational psychologist to the physicist, or the English scholar, or the historian, or the mathematician, or the artist.

Develop a slow but steady pace in the implementation of this program. Do not overwhelm faculty, especially in the beginning. Develop a realistic time schedule to complete your program and do not be impatient.

Systematize the entire institution instead of picking out a few select disciplines. I think this is a source of much of the trouble that comes in systematizing instructional programs. Develop a format and use language that can be applied to all disciplines and this is possible because I have personally overseen its validation.

In order to get faculty to break down their instructional systems into parts, where analysis is made easier, they are frequently presented a flow chart that is highly sophisticated and complicated and frightens them completely away from the concept. I advocate a small simple flow chart with four boxes. The first one represents preassessment which we all make. However, this is usually done on a casual basis, but in some way, the instructor decides where to start each particular class by using some type of preassessment even if its only a casual one. Then the next box in the flow chart represents the objectives or aims or competencies that the student is to master during the course. The next box represents learning experiences or learning activities that are provided for the students to assist them in meeting their objectives or developing their competencies. The last box represents the evaluation or the testing of the students to determine whether or not they have met the objectives. Every instructor, no matter what discipline or in which institution, will be going through these four steps. Actually the first and the last have to do with assessment or evaluation, so when we are looking at an instructional program, we can look at three things primarily. The objectives or the competencies that the students are to meet, the learning experiences offered to the students, and the test criterion which can also be used as a preassessment criterion.

As the leadership works with faculty to get them to produce something that is reasonably consistent within each department, they are frequently accused in the beginning of stripping faculty of academic freedom or lock-stepping. There are three alternatives that we can consider in course development. The old one is the departmental syllabus. It stayed in the department chairman's office or the dean's office, but nobody ever used it. It was primarily to show regional accrediting committees and it was a highly unrealistic approach to communicating what was being taught in a single course within a department. A more contemporary alternative is to let everyone do his own thing and I find that in most instances this is rather chaotic. Again, you do not have the consistency needed, especially in sequential courses. The instructor that gets students in the second course in a sequence assumes that they have learned certain things in the first course in the sequence and proceeds from that point. If the students have not learned those things, then the students are at a disadvantage in course number II. Frequently when everyone is doing his own thing, this problem occurs. The students have not learned what they needed to learn in earlier courses in the sequence. I advocate a third alternative which sets parameters under which faculty must operate or guidelines for faculty to operate within, but allows the faculty a relative amount of freedom,

It was mentioned earlier that we should start faculty where they are, the same as we ask faculty to start students where they are and not to start them on a level that is not understandable to them. The leadership should also start faculty on an understandable level. An effective way to do this is to present faculty with some statements or attidues that students display and have displayed for many years. As we go through the development of objectives, the listing of learning experiences, and the development of evaluative criterion for the course, we can start with questions that might occur to the students in regard to goals and objectives. "What were we supposed to have gotten out of that lecture?" "I should have stayed in bed this morning, I don't know what point the man was trying to make." "Why are we having to do all this stuff?" "What's she making us read this for?" "Why does he want us to work this out?" All faculty can identify with these statements. Students are going through learning experiences, but they do not know why in too many instances, expecially in higher education. So this puts the faculty in the first phase of course development and that is establishing objectives. There is a new term on the scene now that is being used with considerable popularity and that is "competency" and we can list objectives or we can list competencies. The competency-based instruction people say that this is quite different from the old behavioral objective in the systems approach. However, in the system I advocate, this is not true. If we want a student to type 45 wpm, that is a competency and that is also an objective. As a modified behavioral objectivist, which is what I might call myself, I have also advocated including in the objectives, affective learning which frequently cannot be measured. But do not avoid them. Tell the students they should be developing certain kinds of attitudes even though we cannot measure them and then provide them with learning experiences to help them develop that kind of attitude, but at the same time tell the students they will not be graded on this because we cannot evaluate it.

I have found in working with faculty that its absolutely essential to use the systems approach to teach the systems approach. So when we are talking about writing up a course and we are trying to instruct faculty on a systematic way to do this in order to document their system of instruction, as leaders we should use the systems approach we are advocating in order to effectively teach faculty.

The main point in the establishment of objectives or competencies that we want the student to master during the course is to make sure that the student understands what he is supposed to be learning in advance. This is going to require some writing on the part of the faculty and effective communications to the students. The students also should be well aware of the conditions for evaluation. They should understand the grading system and the course requirements for evaluative purposes. The faculty will design appropriate objectives for each course taught using the following concepts:

1. A standardized format.
2. Selection of words to promote effective communication in regard to expectations and conditions for evaluation and
3. Appropriate sequencing.

The standardized format concept is very important. I advocate a simple format, one that can be used by all disciplines. One that has on it the course objective, unit objectives, specific learning objectives, conditions for evaluation and the learning experiences. If you can get that information on one sheet of paper, or at most 2 or 3 sheets of paper for each unit, the instructor will communicate more readily with the students. The evaluative criterion or the test questions that go with that unit should be on another sheet of paper, not to be given to the students as a whole. However, I do advocate giving the students a sample set of questions for each unit.

Some of the advantages of a standardized format are:

1. Intra-departmental communication.
2. Inter-departmental communication, especially for interdisciplinary projects.
3. Faculty-administration communication.
4. Faculty-student communication.
5. Inter-school communication; schools you want to articulate with can better understand you if they get your courses in a standardized format throughout the college no matter what discipline.

The standardized format does not squelch creativity, nor inhibit initiative. Its only a form. It does not dictate what is to be taught, the methodology, the learning experiences to be used or the type of test questions that are to be offered to the students to determine whether or not they have met the requirements of the course.

We have combined Bloom's and Gagne's learning hierarchy and have established something much simpler. It is just a three-step hierarchy in the following sequence from simplest to most complex.

1. Rote
2. Understanding
3. Application or performance

Gagne' had only one application level, which he called problem solving. Bloom had only one rote level which he called knowledge and one understanding level that he called comprehension. Through testing this for a period of six years, I have found that the three-level learning hierarchy is sufficient and is much easier to sell to faculty because they can understand the terms rote memory, understanding of concepts, and application or performance of skills. In the very beginning, we ask faculty members all teaching the same course to meet and agree upon a single statement course objective, and then to list under that course objective, the units that are to be included in the course. If you want to use another term other than units, then any term may be used which indicates how the faculty has the course divided. Take each unit individually and develop a single statement general objective for the unit, and under that unit objective, list the competencies the faculty want the students to develop during that unit (or the concepts they want them to understand and apply and the skills they want them to master). When faculty have done this they have an excellent basis for developing a detailed set of objectives when can be used for self-paced programs, with adequate support from an LRC.

One of the most frequently encountered sources of resistance to this approach comes in the form of the statement, "This is making it too easy for the students." I contend that if you really want to teach, its impossible to make it too easy. However, if a faculty member is really concerned about difficulty, then he can always increase the volume to be learned rather than making assignments vague and obscure in order to have enough low grades and few enough high grades in the course. One other word of caution here. We have to instill the successive approximation concept in faculty. Now this is one of those jargon words that we really ought to avoid, but it means that we are going to approximate perfection, yet we know we probably are never going to get there. In fact, we are probably going to have to start off with something sorry to get to something good, but through a series of refinements we keep improving our instructional product and when we get to a certain level of refinement, we can put students on a self-paced basis. But warn the faculty in advance that the beginning instructional unit probably will not be acceptable, not in regard to the institution or the leadership, but to the faculty member himself. Frequently you find that when a faculty member gets through doing all this work and looks it over, it does not look too good. He is very discouraged and his first impulse is to throw it in the wastebasket and go back to teaching off the top of his head or the seat of his pants or wherever he happens to be operating from.

The second phase has faculty developing learning experiences for each competency or each concept they want the student to master. Again, we can present faculty with a question that is relative to the faculty member because they probably have experiences the same problem themselves as they went through school. A question like, "I didn't understand the lecture and I don't understand the text, where can I get an explanation that I can handle?" " I could go to my instructor, but he'll think I'm dumb." The point here is that the student needs to get information which he apparently missed in class or could not understand in the textbook and we can assist the students in this respect by providing them with a variety of learning experiences. A learning experience is any activity or experience in which the student participates which will assist him in meeting learning objectives or in developing competencies. Learning is personal. Different people learn different things by different means and at different rates. We have done research which indicates positively that if the student is to learn a concept that is sophisticated, complicated and new, its going to take multiple exposures for mastery or if a student is going to develop a mastery of a skill that is new, its poing to take multiple practice periods. Very few students can master a skill or concept with just one attempt or one exposure. The point of departure on learning experiences, again having faculty start where they are, is to reinforce the importance of a good lecture and appropriate reading assignments -- not to take away from these two learning experiences. We think that they are effective learning experiences. However, there are many other kinds of learning experiences available and these others should be located or developed. Faculty can locate commercially prepared software for the LRC or they can develop their own. This software can be in the form of slides, video tapes, filmstrips, 8 mm loops, 16 mm films. Also in addition to the lectures and the reading assignments, there can be demonstrations, lab experiences, field trips, environmental material, programmed instruction, students teaching students, and seminar sessions. We also can encourage faculty, when they do lecture, to put on transparencies what formerly was put on a blackboard. Pictures and diagrams can also be put on transparencies. At any rate, a variety of learning experiences is necessary if we are going to meet the needs of all the students in the institution.

The third and last phase of the development of the instructional system is to develop valid reliable test criterion. Again you can present faculty with student questions that we have heard for years. "Where did she get those questions?" "They weren't in the text and she didn't mention that stuff in the lecture." Or "Now let me see, I can't recall all this, so what is he going to ask us?" (and the guessing game begins), or "He made a big deal about it in class so I learned it to perfection and there wasn't a single question about it on the test." Now these are three questions and statements that we have heard students make and we have probably asked the same questions ourselves as we went through school. To eliminate these kinds of questions, we ask faculty to develop evaluative criterion to accompany each concept or performance expectation and these criterion will be test items made up of questions, problems and/or performance activities whichever is appropriate. We should ask faculty to make a pool of five test items whenever possible for each of these concepts or performances, any item from the pool indicating mastery of the objective. We can point out to faculty that there are two major kinds of tests, a written test and a performance test. On the written test, we might ordinarily have objective type questions which we know cover rote kinds of learning, but also objective type questions should be used which cover understanding objectives. This usually is done in the form of a series of objective questions which will determine whether or not a student understands the concept. The old essay question should also certainly be considered. This is a good type of question and the teacher can determine whether or not the student has an understanding of the concept or set of concepts from an essay response. In math and science, faculty usually give the student problems to indicate mastery of concepts or application of concepts. In the social sciences, humanities, and business, simulated problems are sometimes given and we are really encouraging this because we think that this tests a higher level of learning than attempting to determine whether or not a student understands a concept. For instance, the simulated problem in a social science or business course would indicate not only whether or not the student understands the concept, but whether or not he can apply it.

As we mentioned earlier, affective objectives frequently do not lend themselves to evaluation, but faculty should be strongly encouraged not to omit these objectives from the course simply because they cannot be evaluated. We should inform the students that they should develop specific kinds of attitudes which is usually the purpose of an affective objective, and offer the students learning experiences to assist them in developing these attitudes. Of course, the psychomotor objectives are usually evaluated with some type of performance problems. This is done in secretarial science, allied health and industrial engineering technology, physical education, speech and drama, the fine arts and even science.

By asking the faculty for five versions of the test item for each concept or performance that the student is to do, we automatically have a variety of tests that can be offered to the student over each unit. We also have a large enough selection of questions that the student can be given a sample self-test prior to taking the one that is going to be counted for credit. Giving the student an opportunity to take the self-test before he takes the one for credit will condition the student to rely on this instrument to determine his readiness for meeting the objectives involved in the highest level of learning required in the unit. All learning should be accompanied by feed back. The learner must know how he is progressing with respect to a given set of goals. Because of this, we encourage faculty to administer a final examination on each unit and also to give the student an opportunity to take a self-test before he takes the big one.

This process also enables us to develop examinations for credit by examination. This concept is developing momentum across the country now and I personally think that students ought to be given an opportunity to challenge courses and earn credits by examination any time they offer evidence that they already know the material to be learned in the course.

We have now completed the description of some points of view that can be presented to faculty that have been effective for us in the past six years. But by no means has the material presented in this paper been representative of what was happening at the beginning of those six years. The points presented in this paper represent the refined version of presentations that were given to faculty after the elimination of many of the so-called "bugs" that were in the first attempt at implementing this approach to instruction. We were successful and we think that one of the reasons for this success is that we were continuously sensitive to our own deficiencies or weaknesses in presenting the material to the faculty. When we made an error we corrected it as quickly as possible. We were constantly in search of deficiencies or inconsistencies in what we were asking faculty to do and we were always aware of the fact that we had to be applying the principles ourselves that we were attempting to get faculty to apply.

COLLEGES WITHOUT WALLS BUT WITH FOUNDATIONS:
INTEGRATED COLLEGE AND COMMUNICATIONS DEVELOPMENT IN SASKATCHEWAN

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Community colleges, the public library system and educational media had, prior to 1970, developed along essentially separate and uncoordinated lines within several Canadian provinces. Despite reverential statements regarding the services each other provided, college people, librarians, and those involved in the use of media for educational purposes had seldom attempted to face the problems of how learning, both formal and informal, could be promoted by joint action. It is therefore not surprising that Saskatchewan, one of the 'maverick' western provinces of Canada with a reputation for experimenting with novel social inventions, should be the site of an integrated approach to college, public library and educational communications development.

There is a firm historical foundation to adult education in the province of Saskatchewan. From its earliest days Saskatchewan was the home of a host of voluntary associations who used education as a means of attaining social and economic betterment for themselves and others. Community-based groups such as the Saskatchewan Wheat Pool and the Credit Union Movement have been leading exponents of education for self-betterment. Combined with such groups as the Saskatchewan Agricultural Societies and the Homemakers, or

Women's Institutes, you find a provincial network of people who have encouraged adult learning to achieve better ways of doing things. Today nine out of ten farmers belong to some sort of cooperative in Saskatchewan. In addition, over 100 voluntary associations have adult learning programmes of some description.

The University of Saskatchewan has, for over two generations, made its resources and information available through its Extension Departments. Along with the University of Alberta and St. Frances Xavier University of Antigonish, Saskatchewan would be among those universities that have deep historical roots of service to the people of their regions.

With the election of the first democratic socialist government in 1944 the Saskatchewan Department of Education established its first Adult Education Branch. The Branch's aims were to (a) liquidate social, scientific and language illiteracy; (b) to help clarify the thinking of citizens regarding fundamental issues affecting modern society; (c) to evoke responsible and cooperative citizen action, and (d) to encourage integrated and creative community life. A regionalized approach was established whereby field men were to set the stage for issue-centred study, secure appropriate resources and advise local committees on discussion methods and subsequent action.

The Department of Education was to provide "appropriate and acceptable study material on any topic of interest to a group of citizens who aim at some constructive action in the community". This they did by either arranging distribution to existing sources or developing resources where none existed. By the 1950's there were 10 regional field men throughout the province with regional coordinating committees to develop extensive programmes in the Arts, Public Affairs, International Affairs and Human Relations.

With a change of government in 1963 several significant changes were to come about. A Centre for Community Studies, established in 1957 under the joint sponsorship of the Province of Saskatchewan and the university to conduct applied community research, had its provincial funds withdrawn in 1964. In 1966 the Adult Education Branch was phased out of existence and the emphasis was shifted to the expansion of the technical training capabilities of Institutes of Applied Arts and Sciences.

By 1971 it was evident that some form of re-assessment was required of post-school education in the province. University enrolments were not reaching projected numbers; the technical institutes were unable to accommodate applicants; and adult education programmes were offered by some school boards and not others.

The creation of community colleges had been discussed in Saskatchewan for almost a decade. A Commission chaired by Dr. J.S. Spinks, President of the University of Saskatchewan, recommended in 1967 that a college system be created to provide "middle range education". In 1970 a Special Advisory Committee reported to the Minister of Education urging the creation of a system of "Colleges of Applied Arts and Sciences" which would be based upon the already existing technical vocational facilities in the province's four largest cities. The unpublished report included a draft of college legislation.

With the advent of a provincial election in the spring of 1971 it appeared that college development might become an issue. The Saskatchewan Association for Lifelong Learning, the provincial adult education association, attempted to add the issue of college development to the politician's agenda. When the late

Premier Thatcher, in an address to a Young Liberal Rally, intimated that a college system's major role would be the provision of the first two years of university - essentially a junior college model - the Saskatchewan Association for Lifelong Learning publicly protested such a narrow function and urged both the Liberal Party and the New Democratic Party, then the Official Opposition, to support a more community-oriented approach to college development and operations.

The NDP avoided a direct confrontation on the issue but emphasized an alleged lack of Liberal leaderhsip in educational matters. The NDP "New Deal" did, however, promise the establishment of regional educational centres to bring educational opportunities closer to the people of Saskatchewan. It also promised to expand opportunities for educational upgrading and re-training for adults.

With the election of an NDP government, the Saskatchewan Association for Lifelong Learning urged that a new look be taken not only at the future role of any colleges but also the process by which they would be introduced. Such an appeal had an early response as the Minister of Education, the Honourable Gordon MacMurchy, called two invitational conferences to discuss college development in the province. The first meeting, held on October 8, 1971, was primarily to assess the existing draft legislation. It was generally agreed that the proposed legislation was too narrow in scope, emphasizing essentially academic and technical-vocational development, but expressing virtually no concern for the growth of community education and development. There was general agreement that colleges in Saskatchewan must be based on community education and development and grow to meet the unique needs of their region. The existing draft legislation was therefore laid aside.

At a second conference on December 1, 1971, participants emphasized that community-oriented colleges would be developed only if a process was used in which the assistance and commitment of local people was gained. It was also urged that a priority be given to meeting the needs of rural people in the development of any college system.

Following the December conference Mr. MacMurchy appointed an Advisory Committee on the Community Colleges with myself as Chairman. Not only the chairman but also six others of the nine-person Advisory Committee were members of the Saskatchewan Association for Lifelong Learning. As such we had been among those who had called for a broader, more community-oriented approach to college development and operation at the invitational conferences as well as earlier. The Committee's terms of reference were brief; they would clarify the role of any community colleges and advise on the "educational process throughout the province which would foster understanding of the philosophy and potential of community college development". The Committee was also to advise the Minister on other matters affecting college development including identification of criteria concerning the community's readiness for a college and the implementation of college policy throughout the province. Finally, it was charged with conducting a series of public meetings and hearings throughout the province to gain the ideas of interested citizens.

A consensus developed regarding the general principles of college development during the two invitational conferences. As chairman of the Minister's Advisory Committee on Community Colleges, I was asked to work with departmental officials in drafting principles which might be a basis for discussion at any future public meetings. Finally, seven principles of college development were agreed upon, as follows:

(i) A community college's major responsibility is to promote formal and informal adult learning in its regional community.

(ii) Programmes are to be developed in response to the expressed concerns of a community which has identified and assessed its needs.

(iii) A community college shall provide individual and group counselling in the establishment and achievement of educational goals.

(iv) A community college shall assist in community development by offering programmes of community education and service. In rural areas it will serve as a mechanism for the maintenance and development of a viable way of life.

(v) A community college shall not duplicate existing educational services or facilities for adults; rather, it shall coordinate the delivery of all adult educational services to the community.

(vi) A community college shall be governed by a council representative of the region.

(vii) The operation of a community college shall be under the purview of the Minister of Education.

Beginning in April of 1972 some 54 meetings were held throughout Saskatchewan. The format of the meetings was simple. A committee member presented the college concept as embodied in the seven principles. Clarifying questions and comments were followed by group discussions as to how a relevant college might serve the local community. Some 2,000 people attended and although a wide ranging discussion of these principles was engendered, a consensus emerged which permitted the construction of a practical working model.

The Committee Report was presented to the Minister on August 15, 1972. By October of that year most of the Report's 48 recommendations were accepted and four college pilot areas were designated in geographically different parts of the province.* The Parkland Community College in the Yorkton-Melville area would serve a population of 83,000 in the central eastern portion of Saskatchewan. The Carleton-Trail College based in Humboldt-Lanigan area would serve a population of 62,000 people in central Saskatchewan. The Cypress Hills College would serve a population of 65,000 people in the southeast corner of Saskatchewan. The LaRonge College would serve a population of 6,000 people, over half of whom are of Indian ancestry, in the north-central portion of the province. The concept is essentially of a community college in which the community is the campus. The "college" exists wherever its programmes are offered. There is no intention of launching upon a building campaign or a programme of campus construction. Existing school and community facilities are utilized in all college regions.

College developers, experienced in community education, were immediately sent into the regions to assist local advisory committees and groups as they assessed their community's needs and its resources. As the time for the establishment of a College Act and councils approached, the developers advised on potential programmes and the composition of college councils. The college is chiefly a coordinating and facilitating agency rather than a programming institution. The existing resources of a variety of government and voluntary agencies are used whenever possible.

Unique inter-agency relations are developing. The provincial library system with over 250 branches will serve as the college's library-media distribution system. The University of Saskatchewan will provide its programmes on a contractual basis upon request from regional college councils, as will the three provincial technical-vocational institutes. Thus, colleges have no capacity of their own to offer university transfer programmes or higher cost technical-vocational programmes. They are, however, offering programmes of their own in a wide range of adult education programmes making full use of local people as instructors.

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* See appendix

Presently a typical full-time staff of a community college in Saskatchewan is a principal, a secretary-treasurer, one or two regional coordinators or programme consultants, one field representative and appropriate secretarial support staff. Several colleges have a number of farmers, housewives, and other local people as part-time programme coordinators. These people, operating out of satellite facilities, assist others in identifying and meeting their local needs.

In the first year of operation the four colleges offered approximately 1,000 different programmes to over 11,000 students - almost four times the number of programmes and students served the previous year in the four regions. Participation rates in the first year have been impressive. For example, eight and a half percent of the total population fifteen years and older in the Carlton Trail Community College region and eight percent of the same age group in the Parkland Community College participated in a formal programme during the past year.

The Research and Evaluation of the Department of Continuing Education, under the leadership of Dr. Alex Guy, has introduced a number of essential services for the colleges. A programme account budgeting system which provides detailed information on the state of individual as well as total programme expenditures for each college is operated using the provincial computer facilities in Regina. The Branch, in cooperation with the colleges, also uses the computer facilities to maintain a provincial student accounting system which includes all post-secondary students in the province to gain greater predictability in educational planning.

While the first year of the college pilot operations were in process, study was undertaken to develop recommendations leading to the formation of an educational communication policy. These recommendations were to create an integrated approach to community college, provincial library, and telecommunication policy, insofar as it affects education. A number of major recommendations were made regarding the establishment of a Saskatchewan Educational Communications Corporation to be known as SASKMEDIA. SASKMEDIA was to produce, acquire, distribute and sell video-audio film, print and other educational materials. It was to develop a province-wide educational FM radio network to be known as Radio Saskatchewan. Both SASKMEDIA and the education system generally were to encourage the principle of citizen access whereby community-based voluntary associations would be able to use the educational media resources of the education system including programming on Radio Saskatchewan.

It was proposed that the provincial library system of Saskatchewan be used as the provincial media distribution division of SASKMEDIA. It was to act as the library-media distribution system of community colleges. It was further recommended that a telecommunication network be established between all major libraries in the province for purposes of transmitting not only inter-library loan requests but also community college budgetary data and other information.

Finally, community colleges were to act as regional educational communication resource centres. They were to have educational media specialists who would serve the wider-community in a variety of ways. In rural regions they would assist as programme coordinators for the production of local educational FM radio programmes on Radio Saskatchewan.

In urban centers, college personnel would play an animation role in the use of community educational cablevision. The Province of Saskatchewan has adopted a joint public-cooperative approach to cablevision development. Sasktel, the provincial crown telecommunications agency, will own the microwave and cable systems. Local cablevision co-operatives will run the cable stations and operating surpluses will be ploughed back for community or educational programmes. It is hoped that through the joint efforts of SASKMEDIA and the colleges, more worthy use of this potential educational tool will be made.

Last month the Saskatchewan Educational Communications Corporation Act was passed by the Saskatchewan Legislature. Its initial role will be chiefly geared to the production and acquisition of a wide range of educational materials for use in educational cable systems. The Provincial Library will be strengthened to better serve its media distribution role. The development of educational radio system will take place after the early stages of the Corporation's development has been successfully carried out.

The college concept in Saskatchewan is unique in Canadian terms. It has grown from the experience and needs of that province. However, several comparative observations may be useful. Much of its method of operation is based on the university extension model, which grew most rapidly in several provinces during the early 1920's. Its philosophy and approach to learning for rural betterment echoes the concerns of Grundtvig and those in the Danish folk school movement who are credited with reviving rural life in that country.

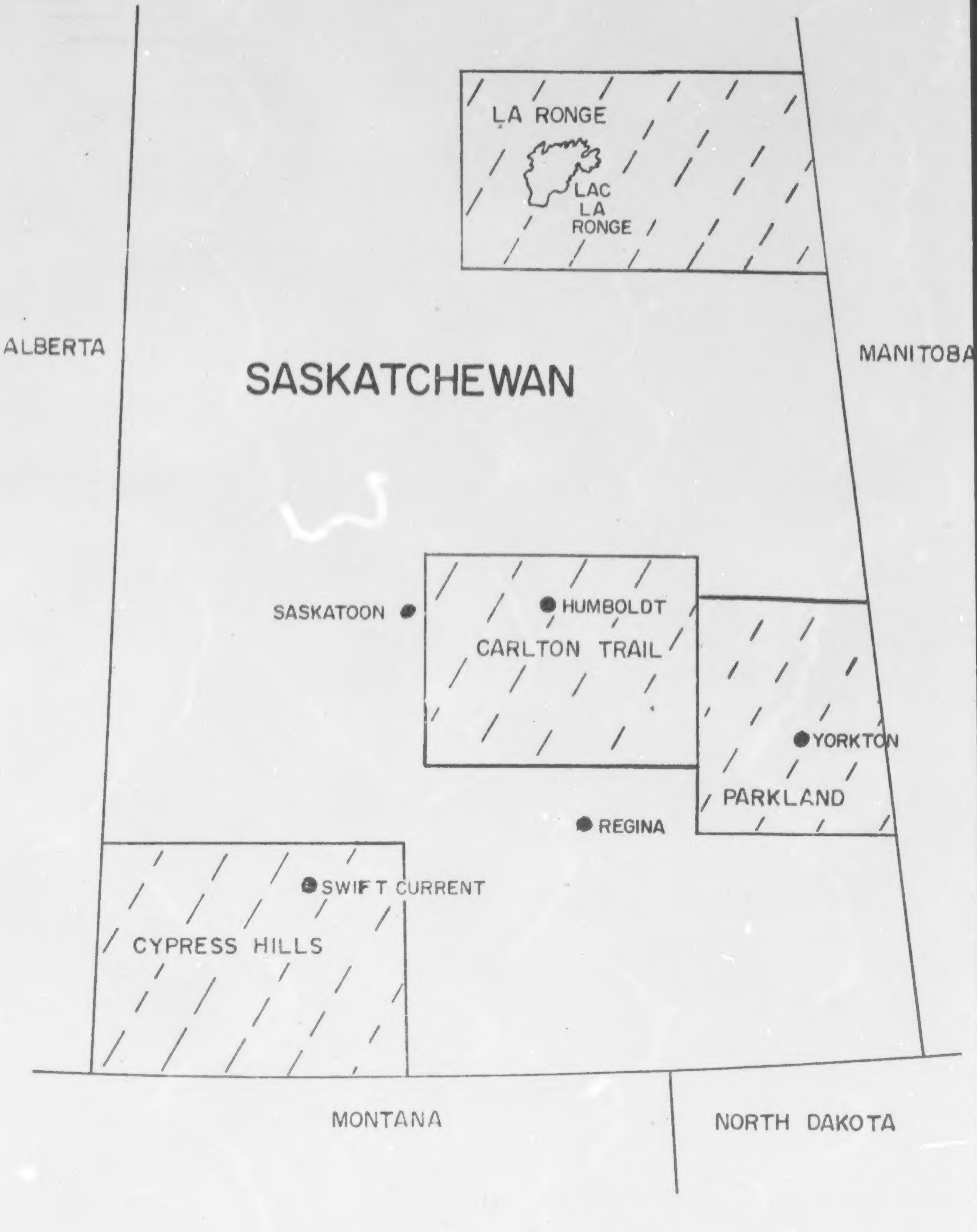
There were more than philosophical influences at work as the Advisory Committee struggled with its task. Saskatchewan was in yet another stage of agricultural recession. The choice was to use existing facilities or do nothing. It was estimated that scrapping building and campus-type approaches to college services would save at least forty million dollars in capital costs as well as millions of dollars in operating expenditures. The Advisory Committee opted for money for programmes rather than buildings.

The Committee was acquainted with many of the problems encountered in traditional educational systems. Its hope is that the initial emphasis on community education and development, the use of local people in its process, and the creation of small administrative and professional units in the college system will reduce, if not prevent, early organizational institutionalization and ossification.

Certainly college administrators will not have the pressure of programming to justify the use of campuses or buildings. With this constraint removed, a greater degree of responsiveness to the fundamental learning needs of people in rural Saskatchewan appears to be developing. The use of the satellite approach to college operations will create constant demands for decentralization of programmes which, if regionally centralized, would prove of little use to many rural-farm people.

The colleges without walls in Saskatchewan are founded on a firm historical base, cemented by a tradition of community cooperation and a special breed of dedicated educator in Saskatchewan. Educational traditionalists have predicted that Saskatchewan colleges will devolve into conventional colleges. The Advisory Committee and the Department have attempted to prevent this seemingly inexorable process by structural, legislative and other means. In the end, however, the response of Saskatchewan people will determine the efficacy of their college system.

APPENDIX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PARKLAND
REGINA
SWIFT CURRENT
CYPRESS HILLS
MONTANA
NORTH DAKOTA

COMMUNITY COLLEGE REGIONS - APRIL, 1974

FROM WHEATFIELDS TO FORESTS

COMMUNITY COLLEGES IN SASKATCHEWAN AND BRITISH COLUMBIA

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Introduction

A glimpse of the demographic and economic characteristics of two of Canada's western provinces, Saskatchewan and British Columbia, indicates very real differences. Saskatchewan, the wheat province of Canada, has had a fluctuating economy based essentially on the fortunes of the grain trade. Despite some widening of its economic base, the province has in the last forty years suffered a gradual diminution of population. Indeed, a province which once held over one million citizens now has approximately 900,000 and some economists project a continued population drain until a floor of 800,000 persons is reached within a decade.

The rugged terrain of British Columbia with its fiorded coastlines and scattered valley settlement is as different from Saskatchewan's flat and rolling plains as is its economic future. Traditionally based on lumbering, fishing and mining, British Columbia's economy has developed a broader industrial foundation in the last decade. Its population has risen steadily since the Second World War until it has attained almost two and a half million. Economists predict continued upward trends in population as well as economic growth.

In Saskatchewan over one-half of the population lives in a rural-farm situation while the remainder lives in the twelve cities of the province. In British Columbia over three-quarters of the population lives in the southern lower mainland of Vancouver and environs, while the remainder of the population is settled in some sixty towns and cities throughout the inter-mountain valleys. With less than five percent of British Columbia's land arable, the rural-farm sector forms a real minority of the province's population.

Despite such obvious differences in geography, demography, and economics, some very real similarities exist between the two provinces. Both provinces have played a similar economic function in that they have traditionally exported their raw materials to eastern or foreign markets. Both provinces enjoy exciting political histories dominated by men and parties with strong populist traditions. By the post-war years the democratic socialist forbears of the New Democratic Party (NDP) and the conservative Social Credit party were to dominate provincial politics in Saskatchewan and British Columbia respectively. The two provinces have shared an alienation rooted in geographic and economic separation from the sources of economic and political power of Ontario.

Saskatchewan - a brief history

The history of college development in these two provinces provides some striking similarities as well as differences. Despite discussions and studies regarding the possible development of community colleges in Saskatchewan in the 1960's, no colleges existed by 1970. Indeed, there was some vagueness and confusion regarding the nature and role of any colleges which might develop. In 1967 a Commission chaired by Dr. J.W. Spinks, President of the University of Saskatchewan, recommended that a college system be created to provide "middle-range education". In 1970 an Advisory Committee Report to the Education Minister, urged that a system of "Colleges of Applied Arts and Sciences" based on existing technical and vocational facilities, be initiated in the province's four largest cities. This report, never made public by the government of that day, also included a draft of college legislation.

During the provincial election of June, 1971, it appeared that college development might become an issue. The late Premier Thatcher suggested that a college system's major role would be the provision of the first two years of university - essentially a junior college function. The New Democratic Party, then the Official Opposition, avoided a direct confrontation on this issue but did emphasize an alleged lack of Liberal leadership in educational matters. The NDP program pledged the establishment of "regional educational centres to bring educational opportunities closer to the people of Saskatchewan". It also promised to expand opportunities for educational upgrading and retraining for adults.

In the main, however, community college development was a non-issue until after the election of the New Democratic Party in June of 1971. The new Minister of Education, the Honourable Gordon MacMurchy, called two invitational conferences to discuss college development in the province. At the first meeting, strong disapproval was voiced by those in attendance for any narrowly academic or technically-oriented colleges. Following this conference the existing draft legislation was laid aside. At the second conference many delegates stressed the need for a unique type of college which would assist the people of rural Saskatchewan in maintaining and developing their communities. The need for a college development process which involved interested local people was also emphasized.

Following the final conference eight other persons and myself were appointed by the Minister to an Advisory Committee on Colleges which

I was asked to chair. Plans were now to be laid for the important first steps of college development in Saskatchewan.

British Columbia - a brief history

Some similarities exist in the development of Saskatchewan and British Columbia colleges. In British Columbia, the University of British Columbia, anticipating large increases in enrolment, carried out a study in 1962 under the direction of its President, Dr. John B. MacDonald. The MacDonald report recommended the establishment of four-year and two-year colleges. The two-year colleges were to prepare students for transfer to the degree-granting institutions as well as provide a range of technical and adult education programs. The two-year colleges were to be established through the agreement of the provincial government and any school districts which wished to participate. The operating and capital costs of the colleges would be supported in part by local taxation. In 1963 the Public Schools Act was amended to allow the establishment of two-year colleges by a school district or a group of school districts. School districts might participate in a college region after the passing of a plebiscite. The construction of college facilities would require public approval by means of a referendum.

For reasons often of a local political nature college development was slow and sporadic. B.C.'s first college was established in the West Kootenay region when a plebiscite was passed in each of its six school districts in 1963. A referendum for college facilities was passed in 1965 and classes opened in 1966 in an unused construction camp. A new campus was completed early in 1967. Vancouver Community College was more speedily begun when, in 1965, it was formed by combining the King

Edward Centre for Continuing Education with the Vancouver Vocational Institute and the Vancouver School of Art.

Perhaps the most notorious casualty of this complex process was the proposed college in the Okanagan Valley and the reaction of the citizens of the central Okanagan city of Penticton. A plebiscite in 1965 was passed in each of the nine school districts of the region except Penticton. A referendum in 1966 was defeated. Despite this defeat it was decided to continue and the college was opened in 1968. A second plebiscite was held in Penticton in 1968 and again it was defeated. Canadians will be pleased to know that a third plebiscite held in Penticton in the Spring of 1974 was passed.

Sporadic college development has taken place over the past four years until there are now ten colleges in various stages of operation. The words of Frank Beinder, the President of the British Columbia School Trustees Association, to their 1968 annual convention expressed the frustration felt by many involved with British Columbia's colleges in the last decade when he asked -

> "What happened to the regional college dream? Where is the plan? We recognize the economic problems of the past two-year period but where is the plan? Why have we allowed what must be regarded as one of the most enlightened concepts in education in the last half-century to become a miserable, discredited bone of contention between municipalities, assorted pressure groups and school boards? Hasn't it become evident that the sharing formula for this important extension to our educational system is unrealistic?"
> "...I suggest that they call a halt to the unplanned development and unrealistic financing methods which are rapidly making our great Province of British Columbia a laughing stock of this whole nation in this particular field".

Concern over college development became widespread by the 1970's. In the Spring of 1972 a confidential committee on post-secondary education submitted a report to the Minister of Education which included draft college legislation. In the August provincial election of 1972 the Social Credit government was, after a reign of 20 years, replaced by a New Democratic Party administration. The new Minister of Education, the Honourable Eileen Dailly, began to reform the various component parts of the education system by using open, public processes. The draft legislation was therefore laid aside.

While there are some similarities in the early stages of college development in Saskatchewan and British Columbia, such as the early interest of the universities, and the setting aside of existing draft legislation, the differences are striking. British Columbia in 1971 had no colleges - it was a rural-oriented province in the midst of an agricultural recession.

Development in Saskatchewan

The Minister's Advisory Committee on Community Colleges in Saskatchewan was established in Febuary, 1972. From the two invitational conferences in the fall of 1971, seven principles of college development regarding a college's governance and operation were developed. These seven principles became the basis of discussion in 54 meetings across the province.

The Report on community colleges almost completely reversed the direction of the original draft legislation. The draft legislation had proposed the creation of colleges in the four major cities of Saskatchewan. The Advisory Committee recommended priorities for college development in rural regions and that the last areas for college development would be the four major cities with already existing technical institutes or university resources. The draft legislation recommended campus development in the larger centres. The Advisory Committee recommended that existing facilities be used and that a minimum of permanent staff be acquired whenever possible.

College councils composed of people representative of a region would be responsible for developing a college which would be chiefly a coordinating and facilitating agency rather than a programming institution. Existing educational resources of a variety of government, voluntary agencies and provincial institutions would be used whenever necessary.

College councils, for instance, would contract for any university programmes from the two campuses of the University of Saskatchewan. Technical institute programmes would be obtained from the three existing technical institutes. Great emphasis would be placed on the use of existing resources within a region such as the well-endowed and under-utilized secondary schools and a host of community facilities such as community halls and church basements.

The Report, which was submitted to the Minister in August, 1972, recommended that a number of pilot college developments be immediately initiated. In a number of geographically dispersed locations such projects would be the means of determining factors influencing the optimum size of college regions. It further recommended the formation of college boards reflecting different socio-economic segments of the community. Such boards would be responsible for general governance as well as experimenting with different methods of delivering university and technical extension services to rural communities.

Four college pilot areas were announced in October of 1972. One, the Cypress Hills College, is to serve the sparsely populated southwest corner of the province around Swift Current and Maple Creek; another, the Carlton Trail College, is to meet the needs of the more intensively farmed wheatland around Humboldt and Watrous. A third college, the Parkland, is to serve the large mixed farming country around Yorkton, Melville and Esterhazy and a fourth college, LaRonge, is to serve the native and white population in the Lac La Ronge-Stanley Mission area of northern Saskatchewan. Four more colleges have been announced for 1974 and plans are being laid to develop the remaining two or three colleges in the near future.

Another major recommendation of the college Report was that planning and preparation for the development of a coordinated system of educational media be undertaken by the Department of Continuing Education to "permit maximum accessibility and optimum delivery of learning programmes to Saskatchewan adults". Thus in October, 1972, a study of the means by which educational communications could most effectively and efficiently promote learning in Saskatchewan was commissioned. The Chairman of the Minister's Advisory Committee on Community Colleges, who had produced several educational radio open line and television series, was chosen as the investigator.

In June of 1973 the SASKMEDIA Report on the development of an integrated educational communications and community college system was presented. Chief among its recommendations was that the Saskatchewan Educational Communication Corporation, to be known as SASKMEDIA was established, and that the highly regionalized Provincial Library system be integrated with SASKMEDIA to act as the library-media distribution system for community colleges. Further, it was recommended that colleges play a major role in the creation of local programmes for the community and educational channels of the co-operatively operated cablevision system developing in that province. Last month the Saskatchewan Educational Communications Corporation Act was passed in the legislature and some of the first steps in implementing the SASKMEDIA Report are to be taken.

Development in British Columbia

College and educational communication development in Saskatchewan has taken place in a planned but speedy way over the past three years. College development in British Columbia, which has been characterized as sporadic, is presently entering a new stage. In November, 1973, Education Minister Eileen Dailly established a Task Force on the Community College to work within the following terms of reference.

> To recommend changes in legislation leading to the creation of a Community College Act.
>
> To examine existing college-government relationships and to recommend any needed changes.
>
> To prepare a statement on the role of community colleges in British Columbia.
>
> To recommend a form of governance which is representative of a region and which reflects a balanced regional and provincial concern.
>
> To recommend the steps by which college services can be extended to all areas of the province.
>
> In addition, the Task Force will examine the problems of college financing and college-university relations.

The Minister asked the Task Force to interpret these terms broadly and to develop a public process which would provide an opportunity for all interested citizens to contribute towards the Task Force's effort. The Task Force agreed upon a process which would enable people in the community colleges and their communities to assist in the development of a Working Paper and later to participate in a series of public hearings based on that Working Paper.

The first opportunity for public participation occurred in a two-week period in January when Task Force members visited all colleges and several non-college communities. Colleges were requested to establish meetings with all elements of their internal community: college councillors, administrators, instructors, support staff and students. The meetings were generally of an informal nature providing an opportunity for the expression of the chief concerns of each group. Task Force members also visited a number of non-college communities to gain a greater understanding of the problems of extending educational opportunities. In all, some 2,000 individuals in over seventy-five meetings expressed their ideas to the Task Force.

In early February, Task Force members visited five Canadian provinces: Alberta, Saskatchewan, Manitoba, Ontario and Quebec, to discuss with the Department of Education officials and groups within a number of community colleges, the development and operation of their respective college systems. Later in February the Task Force welcomed the presentations of eighteen provincial interest groups. In addition, the Task Force met with senior officials of British Columbia's Departments of Education and Labour as well as specialists from several universities in British Columbia and elsewhere in Canada. Individuals involved in experimental educational projects also met the Task Force.

Subsequently, a Working Paper on the Community College which contained some eighty-two recommendations, was prepared. 10,000 copies of the Working Paper were distributed throughout the province in mid-March with the cooperation of School Boards, Trade Union Locals, Chambers of Commerce, Credit Unions, Home and School Associations, and other community-based groups. Newspaper advertisements throughout the province informed citizens of the availability of the Working Paper and of the hearing locations. Radio spots for several days before each hearing helped to increase local awareness. In May, one hundred hearings in some sixty-three locations were held to gain reaction to the Task Force recommendations. Some 3000 people participated and with these findings the Task Force hopes to complete and submit its Report to the Minister by the end of June.

The Working Paper is based upon two basic assumptions - first, that it is possible to develop a recurrent education system which promotes and enables lifelong learning. Second, that colleges in British Columbia should serve the total education system in varying degrees as educational resource centres by playing five regional roles. They should play a regional role in the production and distribution of educational film, video and audio tape and associated print materials. They should also have the capacity to evaluate the effectiveness not only of their own programmes but also programmes of surrounding school boards, or community educational associations which wish to so contract for their services. Colleges should play a regional advisory or counselling role and assist many educational and voluntary associations in helping adults who have general educational concerns as well as related personal and family problems. Colleges should act as regional centres for community educational development and provide people trained in the art of social animation or community development in order that local people might be assisted in identifying and meeting their educational needs. Finally, colleges, in cooperation and coordination with surrounding school boards, should assume either a total or joint adult education responsibility for adult and continuing education depending on local school board decisions. Several community colleges in British Columbia already have the total responsibility for formal adult education programmes while others share responsibility for adult continuing education with about forty of the seventy-four school districts which have offered, in varying degrees, programmes in adult education.

The Task Force is making many recommendations to reduce the effects of economic and geographic disadvantage. It is urging that a priority be given to the establishment of colleges in several presently unserved rural regions. It recommends that provincial financing for the operating costs be raised from approximately seventy to one-hundred percent and that there be a free flow of students to colleges and programmes which meet their needs.

The Task Force is attempting to operationalize the concept of lifelong learning. As a first step it is recommending that any resident of British Columbia receive tuition-free education up to and including Grade 12 at any time of his or her life. It is further recommending that Old Age Pensioners may enroll tuition-free in any college programme for which they qualify.

Worker study leave, which enables industrial workers to receive study leave for educational purposes, has been in operation for a number of years in several European countries. The Task Force is recommending that the Department of Education in British Columbia undertake a feasibility study of Worker Study Leave for that province.

The Task Force recommendations may already have had some effect. For example, a month and a half ago, for the first time in British Columbia, financial aid to part-time students has been granted. Last week, aid to full-time college and unversity students was more than tripled. There are many more reasons for optimism regarding the future development of colleges and education in the province of British Columbia. Until this year the number of senior professional staff of British Columbia's Department of Education has equalled that of the senior professional staff of the province of Prince Edward Island, a province with just over 100,000 citizens.

The Department is now being restructured to meet new roles and is obtaining sorely needed staff. For instance, the Province of British Columbia, with an educational budget of over half a billion dollars has had no Research and Development Division. A Research and Development Division has been created, and the Working Paper on the Community College is one of the first fruits of this unit.

There are other reasons to believe that colleges in British Columbia will receive an even greater share of the educational dollar in the future. This year the provincial share of operating budgets rose from twenty-eight to forty-one million dollars. In addition a commitment was made by Cabinet for a minimum of 120 million dollars on capital expenditures over the next five years. Thus the public process in which the Task Force is engaged affords an opportunity to develop a new spirit of cooperation and sense of direction at this critical juncture.

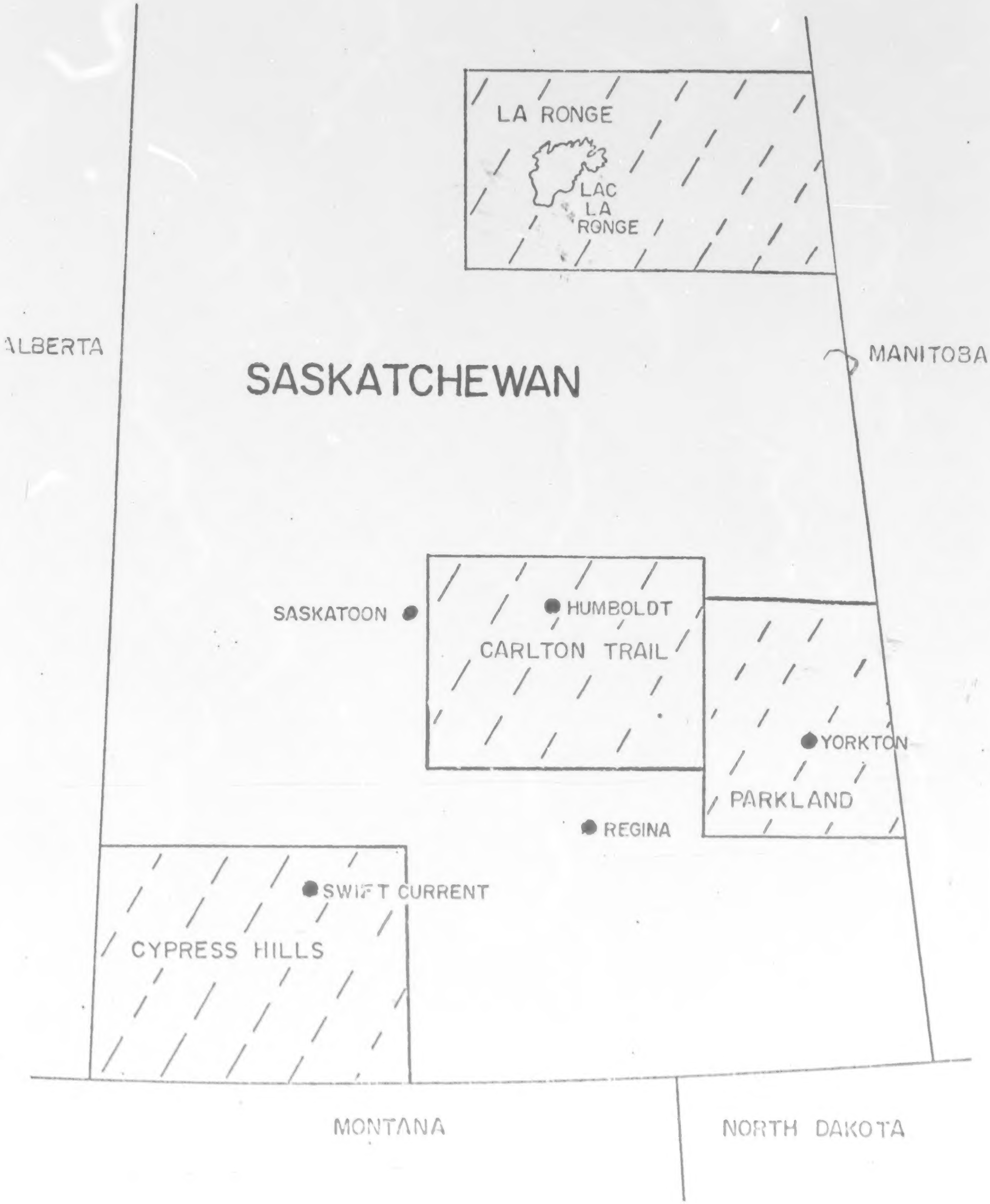
If one compares college development in Saskatchewan and British Columbia there are several obvious similarities. In both provinces, the role of the community college has been defined broadly and placed within the context of a wider lifelong learning system.

In both provinces the process by which colleges are to develop, has been recognized as important. Citizen involvement has been emphasized at the provincial as well as local levels. Both the Advisory Committee and the Task Force on Colleges were composed of a cross-section of people involved in adult education and college affairs. Few, if any, members of these two advisory bodies, would be placed among the educational elite of their province. It is not surprising that both groups produced recommendations which challenge the conventional wisdom of some professional educators.

One of the things one soon learns when engaging in a public process is that Task Force members themselves go through a learning process which is not shared by fellow educators or the general public. Task Force members, with a provincial perspective and more information than most citizens, must take care that the rationale for any recommendations be clearly stated to enable shared understanding.

We have explored college development from the wheatfields of Saskatchewan to the forests of British Columbia. The two college systems vary greatly in terms of their history, form and style. Both, however, are undergoing rapid growth and change. Both have developed within a specific social-historical context. If both are to be relevant they should be in tune not only with the history but also the spirit of the people they are to serve. The two Advisory Committees with which I have had the pleasure of working have attempted to respond to these imperatives as they struggled with the task of making practical and positive recommendations for college services in their provinces. They have looked at the experience of college and adult education systems in a number of countries and other provinces. The successes of others have served to inspire us. Hopefully we are not destined to repeat the mistakes of others, however.

College development has taken several new directions in Saskatchewan and British Columbia. Quite different systems are developing in different contexts to meet different needs. In both provinces attempts have been made to develop colleges by rational and responsible public processes. We will make our quota of mistakes, but they will hopefully be few, and, like our children, they will hopefully be our own.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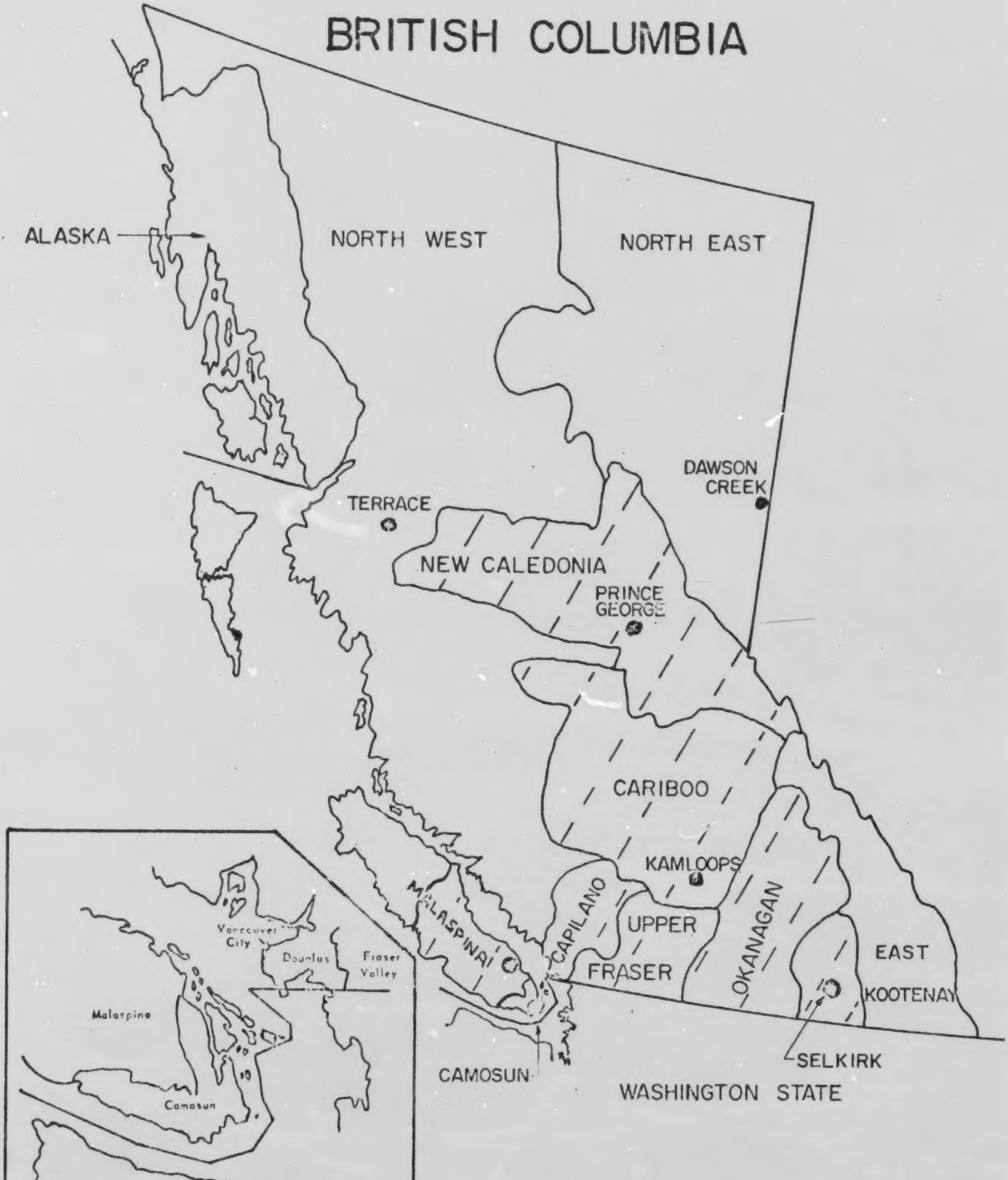
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SELKIRK
CAMOSUN
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▨ COMMUNITY COLLEGE REGIONS - APRIL, 1974

TO MAKE UNIVERSAL "THE LIBERAL
AND PRACTICAL EDUCATION
OF THE INDUSTRIAL CLASSES"

G. ERNST GIESECKE

PROFESSOR OF HIGHER EDUCATION
& DIRECTOR OF EDUCATIONAL RELATIONS
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> "It is commonly assumed that America has to choose between one or another of two patterns of higher education: mass or elite. I would deny their assumption. It is America's prime educational challenge to devise a coexistence of both patterns."
>
> Sir Eric Ashby, 1971

The title of these remarks* is a succinct statement of the purposes behind the emergence, in the last fifteen years, of an alternative system of higher education in Illinois--to provide universal access to post-secondary education. The words placed inside quotation marks are, at the same time, the decisive words in the purposes of the Morrill Act which established the land grant college system in 1862. The alternative system** in Illinois consists of the 47 public community colleges together with the two new upper division and graduate universities (Governors State and Sangamon State Universities) who were mandated at their creation to be the "capstone" universities to the community colleges.

The concept of an alternative system in Illinois recognizes that the community colleges are the most significant higher education invention since 1862, and that together they and the upper division universities have the opportunity to bring that terribly important task begun (but not finished) by the land-grant colleges much nearer to completion.

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* This discussion builds upon a statement presented on November 16, 1973 at Moraine Valley Community College, in Palos Hills, Illinois before an assembly of faculty representatives of the Chicago area colleges.

** The concept of the alternative system is developed more fully in vol. 1, no. 2 of Community College Frontiers, 4 ff. To make the concept an educational reality, its protagonists need to formulate and answer many hard questions.

What is it that they shall try to bring off together? If they succeed in doing nothing more than what the rest of higher education has been doing for centuries, then they will have failed their purpose and there will be little excuse for their continued existence.

Their challenge is to discover meaningful and effective alternatives, not to imitate the existing patterns which clearly are not geared to meet these new demands. Their challenge is to find ways to make the people's college ideal a reality for those parts of our society whom higher education has neither been intended nor able to reach. It has been suggested that the greatest need at this point in time is for scholars and educators to learn how to give away their knowledge to those who need it most.

While an alternative system of the sort envisaged will have to direct great effort toward learning how truly to serve new and different groups of people who want to learn, it needs at the same time to support and teach respect for those segments of the total higher education system which know how to select and how to educate those learners who want to dedicate their efforts to the advancement and creation and dissemination of knowledge. Society needs its strong, dedicated universities and institutes no less than before, and all of us need to help guard them against foolish, short-sighted attack.

This suggests still another dimension of the task which a group of institutions pretending to offer alternatives needs to keep prominent in their thoughts and deeds: because they are new and are serving new clienteles, they are in a unique position to make fresh starts and to create and invent new and variant models for conceptualizing and planning and organizing and delivering and evaluating knowledge and learning. Those of us in the alternative system have the obligation to learn as much as we can about these matters, before we ourselves become locked in by the system we are now creating, and to share our fresh experiences and knowledge with all of higher education and thus contribute to the enrichment and revitalization of the total enterprise.

The temptation is great, in times like these when public disillusion and the biologic urge cause appropriations and enrollments to shrink, for the new institutions to exploit their special know-how in the interests of self-preservation, and for the existing long-established system to try at all costs to emasculate these competing newcomers. What all of us need to understand and to act upon is that the systems--traditional and alternative--perhaps for the first time afford us a realistic opportunity for a relatively few years to bring off the needed fresh starts so terribly difficult to achieve when things are neatly in place and prosperous.

By this time--in the ninth year after the creation of the community college system, and in the fourth and third years, respectively, of the two new capstone universities--the institutions are beginning to identify a whole series of hard questions to which they will have to provide their own answers if the object is to provide meaningful alternatives, not merely to invent new names for the same old customs. What are some of them?

(I) A professor at Governors State University wrote three months ago: "Thank God, we are at last beginning to talk sense about the mandates of our two universities. But how do I teach these new students of ours? I've been a pretty good teacher for a long time, but I am lost with many of my students now. Who are they? How can I teach them?

What makes them different? How do I reach them? What do I need to establish as my minimum expectations? Who can help me? Why can't I get my present students to accept what I know to be good and valuable and important? I used to be able to."

We need to know a great deal more about our students than colleges and universities long have been satisfied knowing. How do we get at the understanding that can let us make wiser, more sensitive decisions about curriculum, pedagogy, evaluation, communication, individualization, and all the rest? What can we do to replace the widespread disillusionment with learning? The questions we are in the habit of asking about our students and what they are presumed to need are the questions of a different era and a different concept of learning. We need first of all to figure what our relevant questions are in today's context. And when we know our students in these new terms, how do we develop new educational strategies that are also appropriate?

(2) We need to reexamine our own educational philosophies in terms of the information we get about these students. What kind of person do we want to help our students become? The highly developed person who possesses broad, sensitive intellectual and emotional resources and skills? Or is it the person conditioned to produce specified behavior by means of reinforcement conditioning based upon a scientific technology of behavior?

(3) What do we, individually and as institutions, really expect of open admissions? Numbers? New challenges? We need to decide whether education can really influence the unequal distribution of wealth; whether education can really make people more equal; or is the purpose of education now to "give more people the chance to participate genuinely

in the life of their times, to acquire the skills and the perspectives that will give them more real power over their own lives, that will keep them from being manipulated by forces they barely understand and therefore could never challenge"? (CHANGE, Summer 1973, page 10). Why do we put some things into our curricula and not others?

(4) When, and how, will we evaluate the students who come in under open admissions? Higher education, as we have known it and as its customs and attitudes still reflect, has long really evaluated its students through its processes of selecting them; it likes to work with students able and willing to learn and do what the professors themselves like to learn and do, and it knows how to select them accordingly; and it knows how to move sizable percentages of them thoward those same goals. But with open admissions, that avenue is closed to all but a few institutions; increasingly, we will get students only if they have confidence in what we do and the way we do it. This means that our main concern must be with motivation and learning and individualization, and evaluation becomes a learning activity and an end-activity for which students themselves increasingly will take major responsibility. Do we know how to plan and conduct education under these terms?

(5) What are the implications of open admission for curriculum? for the organization of knowledge? for pedagogy and scheduling? for counseling? for evaluation? Some say that open admissions is leading us into open curricula "where anything goes." If this does happen, is it inevitable? Is "harder" the only definition for quality? What do we really mean by acceptable quality? Do we simply forget that there was once believed to be something called excellence? Are we kidding ourselves when we try to take students who see no connection between self-discipline and learning, who think it is the diploma that as-

sures success, and expect them to believe that true learning involves self-imposed standards and discipline and the readiness to acknowledge facts and act upon them? Are there other legitimate values?

(6) We used to think that we knew how to educate leaders for our society. Does open admissions mean that the alternative system needs to forget about educating leaders? Or does the alternative system have the obligation to seek leadership talent in new places which just may bring about a new, fruitful relationship between man working (the vocational arts) and man reflecting (the liberating arts); and, just maybe, in the process make possible the development of the new kind of responsible citizen which Watergate shows us we so desperately need if our kind of society is to survive? and accomplish the reconciliation and the blending of the liberal and thepractical which the land grant colleges did not achieve?

(7) What are we talking about when we use the word "articulation"? It has become a largely sterile concept aimed at self-protection and with limited relevance to the notion of an alternative system. It took its meaning at a time when the universities largely dictated the junior colleges' offeringsthat were to be acceptable to various disciplines. The alternative system came into being because today's world and today's student require a different sort of continuity; the disciplines often think of themselves differently now, too; the old-fashioned lock-step is already replaced by a new cadence, if we will only learn to hear it; people seem to want to learn for many reasons other than just to become more learned.

In today's alternative system, students come to us for an array of valid reasons that is concerned with much more than narrow, disciplinary specialization. The old kind of course-by-course articulation alone doesn't make much sense any more except for certain definable purposes. Human lives also cry out for articulation, and for growth and development, too.

What criteria do we have to take the place of that constricted way of thinking about the growth and learning of people over time and at different levels?

(8) There is the poignant need for revitalization of teachers within the alternative system, which brings us back to the query raised by our colleague at Governors State, quoted earlier: how do we learn to teach these new students? Can we change ourselves from what we were carefully trained to be, and become the different kind of teachers which our students are looking for?

I quote from a recent editorial in CHANGE magazine (Summer, 1973, p. 10):

> "... There is a substantial reservoir of good will among people who simply don't know what to do, and it would be folly to underestimate the professional and personal difficulties of those who are required to make open admissions work. Men and women who went to college before the activism of the sixties were largely educated in an academic tradition that paid little attention to any kind of education other than a purely intellectual one. It assumed the rightness and fixity of disciplines, of the master-apprentice approach to learning, of the integrity of what we call Western Culture. It can be a devastating experience for such people to

> stand before a class that does not accept the validity of that tradition, a class that hasn't the skills that once were taken for granted--skills in the use of a certain kind of exposition, argumentation and logic, a class that is dubious...of the moral and aesthetic, and even the intellectual claims of that way of learning. Such an experience calls into question years of study, and, finally, what is--or was--a whole way of life... Can those whose first allegiances were to the old style of academic life learn effectively how to teach these students? Can they resist the temptation to despise those who have been called the new barbarians and glorify what in retrospect must seem to them a remarkably genial professional life?"

(9) What is it really like when two groups of colleagues in the alternative system (from the community college and the university, and with all they have in common) do sit down together and engage in serious talk about courses and curricula and faculty exchanges and teaching? It is not easy, and it is often painful. Once the polite sparring is out of the way, the gut-level questions and attitudes begin to emerge. On a recent visit to a community college the university people were asked: Why do you bother to come to us to talk about innovation and educational improvement? Are you wanting to reform us? to steal our students? to maneuver us into teaching our students according to your requirements?

It was not easy for the university professors to respond in a credible way that they were there wanting to learn from colleagues, to examine ideas and experiences together, to look for ways together in which both groups might better serve their students. These word sounded strange to the ears of the community college people, and the professors secretly hoped that they really did mean what they were saying.

For so long, change and new ideas in higher education came about almost as a by-product of growth in size and income. It is ironical that now, when true change and innovation are most urgently needed, it is most difficult to achieve because the financial cushion provided by growth is gone and change has to be underwritten through the reallocation of limited resources. Do the two faculties have the courage and the will to seek earnestly what their students may need, if need be at the expense of their own private interests? or will they become rigidly defensive and thus make it inevitable that others, probably non-educators, move in and make these fundamental decisions which they are unwilling to make?

(10) An alternative system was created in response to the need for change, and for a time it can be expected to be more at ease with change than are traditional institutions. Yet a recent examination of the curricula and instructional patterns in a number of community colleges reveals an amazing similarity among them and between them and other, more traditional higher education institutions. This is, at the very least, a disconcerting discovery. Can we do no more than imitate?

(11) Next, the temptation becomes almost irresistible to place the blame for resistance to change upon "them" and to claim that "they"

(meaning the local administration, or the layered decision-making authority, or accrediting associations, or someone) don't want things to be different. In point of fact, there is considerable evidence that these "higher authorities" are entirely receptive to sound, constructive, fresh ideas that are carefully thought out. It is not enough to stop with conceiving and giving birth to even the best of educational ideas; as individuals and as faculties we must learn to take a responsible part in implementing them even in competition with our other cherished needs and good ideas; and we must be prepared to accept graciously the certainty that we will not always win.

In conclusion, the constellation of colleges and universities called an alternative system has three further characteristics whose very presence predisposes them to try to make courageous starts. Both types of institutions are young, eager, not yet hopelessly set in their ways, and they can make many changes and adaptations fairly easily before rigor academicus sets in. But they don't have much time.-- Both types of institutions are in no way rivals or competitors; there is no occasion to engage in undignified competition for students and curricula; while they serve the same students neither can control the others' curricula; they are different and they supplement each other, and they can expose their students to the experience of seeking continuity in diversity.-- Finally, both types of institution are in the happy position of not needing to fear each other's best educational ideas, for they are mutually both dependent and independent. The concept of an alternative system makes no sense if it is merely to be a mechanism that transmits curricula and goals only from the senior to the junior partner. Each one needs the best educational thinking of the other. The universities have already learned a great deal from the colleges, and they are approaching the time when they can give in return. There are no inherent limits on what they can learn and accomplish together.

GEG/elh

3/4/74

OUTREACH PROGRAMS FOR DISADVANTAGED ADULTS

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INTRODUCTION

The disadvantaged adults reject the abstract impersonal institutionalized structure of society; consequently, they may reject the school as an agency for further learning (Vernor, 1967, pp. 16-31). In addition, their own prior experience in the school which were such as to induce them to drop out reinforces their rejection of the school. Any efforts to persuade the disadvantaged adult to "return to school" in the traditional sense often meets with failure. In view of this, then, the school may not in some cases be the focus for initial educational programs for the disadvantaged. After some satisfactory experiences with learning in an alternate setting, it may be possible to reintroduce via a re-entry program the disadvantaged to the school building.

The disadvantaged adult has been alienated by our present institutional programs and has rejected them as a means of developing his talents which would enable him to contribute to society. As a result, he is a part of the low income group, has a low educational level, has little self worth, is unemployed and is generally dependent on welfare agencies to sustain himself in society.

NEED FOR THE PROGRAM

The New York Department of Education (1967) states that the number one priority for research appears to be the need to discover what changes are required in school functioning to bring about substantial changes in the education of the disadvantaged. Further, they state that if research in the area of the disadvantaged is conceived of as one of education's greatest challenges, the solution to this problem will contribute significantly to the improvement of society (Giroux, 1970, p. 10).

There is evidence that children of low-income families are more likely to drop out of school, less likely to take the academic curriculum, and, therefore, less likely to go to college than youngsters of higher-income families (Goldstein, 1967, pp. 62-63).

It is no surprise to the informed educator that, by every conceivable measure, children of low-income families do not do as well in school as children from more affluent ones. The evidence has been presented in full and dramatic detail for the essentially white population such as those in Elmtown or River City (Goldstein, 1967, p. 31); for the essentially Negro population of Harlem (HARYOU, Inc., 1964); for the mixed population of Big City and New York City (Sexton, 1961); and for cities in general by Conant (1961).

Life skills are needed by everybody yet they are not taught in school. Rather, they are learned at home, on the

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street, in the gang, and other places. Depending on the nature of family and friends, these like skills may lead to a successful life, to a life of crime, or to a life of poverty. The teaching of Life Skills to adults is needed in retraining programs, in welfare programs, in work training programs, and other projects dedicated to the improvement of human living.

To get and keep good jobs, people need at least a good basic education, social skills, job skills, and, of course, job opportunities.

Over 1,000,000 Canadian adults have had no schooling, or attended elementary school only. Because education is so important to getting and keeping good jobs, many of these people need training or retraining. Many adults, however, are excluded from present retraining programs because they do not have the minimum education standard for admission to retraining.

There is a need, therefore, to implement more economic and effective human resource training programs geared to adults so that all who need training may obtain it.

THE PROGRAM

The major aim of the Vocational Preparatory Program is to assist the disadvantaged adult to re-enter the world of work by preparing him for immediate employment or for further vocational training which would provide employment opportunities.

The implementation of this program enhances the human potential of the disadvantaged by combining a program of (a) Basic Education and (b) Life Skills supported by a related field experience.

a. Basic Education Defined

An individualized course of instruction in mathematics and communication skills designed so that an adult can progress at his own speed.

b. Life Skills Course Defined

The Life Skills Course provides the students with competence in the use of problem-solving skills to manage their personal affairs as suggested by the terms self, family, leisure, community and job.

c. Field Experience

Learning theorists continually expound the need for experiential learning. This can best be accomplished through real life experiences. Part of the remedial design to habilitate the disadvantaged adult is to establish "Reality testing." This will be accomplished through work experience, field trips, tours, role models, visiting the program and other activities which assist development of new attitudes and sense of self worth.

The curriculum of the programs defined above provide individual learning experience and maintain sufficient flexibility in order to accomplish the objectives of the program. Generally, the objectives can be summarized as follows:

1. To provide sufficient learning experiences which raise the educational level of disadvantaged adults and may lead directly to employment.

2. To provide essential skills which will prepare the disadvantaged adult for further vocational training which would lead to employment.

3. To create an environment and climate where the self worth of the disadvantaged is enhanced.

4. To assist disadvantaged adults to develop realistic aspiration levels and goals which are consistent with his skill through intensive counselling support programs.

5. To provide the human relations and problem solving skills to help the disenfranchised to live their lives responsibly and objectively.

To design learning experiences which are conducive to the learning style of the disadvantaged adult which will assist him in becoming a functional member of society.

Therefore, the objectives of the program should assist each participant to achieve a more dignified and satisfying life style by means of securing productive employment as measured by the individual and society.

PLANNING FOR COMMUNITY COLLEGE STAFF DEVELOPMENT

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In late November, the 1973 Assembly of the American Association of Community and Junior Colleges, consisting of slightly more than 100 representatives from throughout the community college field met at Airlie House (Virginia) to consider the topic: "Educational Opportunity for All: New Staff for New Students."

Although much of the discussion at the Assembly centered around the need for faculty to develop new skills for use in meeting the needs of the "new" student, there was agreement that "staff" included all who served in the two-year college, and that the need for training extended beyond the mere acquisition of competencies for serving the "new" student. "What is needed," the Assembly concluded, "is for each college [to] identify its staff development needs in the light of its own missions, its own clientele, and its obligation to the community it serves." Concurring that "the staff of the college is its greatest resource," Assembly participants urged in the "most" vigorous terms that all community and junior colleges accept staff development as a "first rank priority."[1]

As one might expect, the major recommendations of the Assembly were neither unexpected nor new, for the critical need for community college staff development has been a profound and growing concern in educational circles for two decades. The time for debating whether or not a need for staff development exists has passed. The issue is "how." As trustees, deans, presidents, division/department chairmen and faculty in community colleges across the country are addressing the question, "how?" there are a number of questions and issues which should be considered. This article was written to provide a checklist of those topics. Hopefully, consideration of the following questions and issues prior to initiating a program will significantly improve the results achieved by that program.

1. What answer can be given to staff who ask, "Why do we need a staff development program?"
2. Who will be responsible for doing the planning?
3. How will specific staff development needs be identified?
4. What is the balance between institutional priorities and individual needs?
5. Which staff should participate?
6. How flexible will the program be?
7. How can staff be motivated to participate?
8. How should the program be scheduled?
9. Who will conduct the program?
10. What instructional technique(s) work(s) best?
11. What publicity should be made of the program and how should the program be disseminated?
12. Should the program be evaluated, and if so, how?
13. How should the program be funded and what other kinds of support, besides funding, are needed?

Staff Development Defined

In the discussion which follows, staff development is defined as inservice programs designed to improve the professional competencies of those already serving in the community college. The article focuses on staff development activities conducted by a college, at, or near, its campus. Not included are the wide variety of activities often considered as part of in-service programs such as: one or two day orientation activities at the beginning of the school year, sabbatical leaves, short term leaves, visits to other colleges, attendance at conferences, etc.

Questions and Issues

1. What answer can be given to staff who ask, "Why do we need a staff development program?"

The enthusiastic support for in-service education voiced by the Assembly participants, most of whom were not faculty members, often is not shared by the average community college instructor. Due to previous experience, many faculty look upon in-service education in much the same way as some people view their in-laws -- something to be endured. Too often, "in-service" is associated with memories of long winded speeches delivered at inopportune times in crowded classrooms by visitors who make a speech, then run to catch a plane to another consulting job. Faculty are not the only ones with doubts about staff development. Many administrators have memories of fruitless and expensive in-service program failures which "retarded" rather than "improved," and board members facing the financial exigencies of the

1970's can logically be expected to raise penetrating questions. Consequently, the development of a rationale for inservice activities acceptable to faculty, administrators, and trustees is essential.

However, explaining the need for staff development programs should not be difficult. To begin with, the majority of the staff now working in two-year colleges were employed during the rapid expansion years of the 1960's when thousands of new positions were filled by inexperienced persons, most of whom had no previous experience in two-year colleges. Further, few if any of them had received specific training to prepare them for their roles, since, at that time, there were few university based programs established for this purpose and the small number in existence were of dubious value.

However, even if the majority of the staff had been graduated from outstanding pre-service programs, the need for staff development would remain. At best, graduates are prepared to begin to teach, to counsel, to administer. They are not finished products. Much as an architect is licensed to begin practice, a new faculty member is prepared only to begin to teach. The real task of learning begins with the first day on the job.

The need for staff development is further accentuated due to the constantly changing nature of the two-year college. The modern day community college through whose "open doors" have come thousands of so-called "new" students is not the junior college of the 1950's and early 60's. The "now" college serves a new clientele: the convicted rapist or murderer in the nearby prison; the 50 year-old accountant desperately attempting to learn computer programming in order to hold his job; or the 35 year-old housewife who, now that all the kids are in school, is finally ready to begin a career for herself. There is little in the background of present staff to suggest that they are equipped to meet the needs of this new clientele.

Another reason for staff development programs is not unlike the basis for similar programs in business and industry: the need for constant improvement in terms of improved efficiency and effectiveness. Observed instructional deficiencies such as high student failure or attrition are obvious areas for improvement. Not quite so obvious, but of equal importance, are the ineffectiveness of many department heads and the inappropriate career counseling given many students.

However, perhaps the greatest reason for staff development lies not in preparing faculty to teach more effectively, or managers to manage more effectively, but in the need for community colleges and those who work in them to become acclimated to the constant need for change. For if the past 70 years are any prelude to the next 70 years, the two-year college of 2044 will not resemble the community college of 1974 any more than the community college of 1974 mirrors the image of the junior college of 1900.

2. Who will be responsible for doing the planning?

In initiating a program of staff development, the issue of "who should do the planning?" is bound to arise sooner or later. No one decision is more critical than that of deciding who is to plan. In fact, it is not being too presumptuous to state that in some situations, the legitimacy in the institution of those who plan a staff development program will more likely determine the success of the program than what is planned. This applies regardless of whether planning is done by a line administrator, a group of administrators, or a committee representing all those who would be participants in staff development activities.

3. How will staff development needs be identified?

Closely related to the question of where the responsibility for planning will be vested is the decision regarding how staff development needs will be identified.

It would seem that a logical place to start is the individual staff member, for, in the words of one writer, "Only the instructor can identify the training needs he really wants to meet; only he can implement the changes in his instruction resulting from training; and only he can make the evaluation become an instrument for further development."[2]

Involvement of participants in planning also has the obvious advantage that it helps avoid some of the traditional reasons for staff resistance to in-service programs: indifference or, perhaps more commonly, resentment by staff over not being involved in planning an activity very directly related to them. On the minus side, the obvious disadvantages of this approach to defining staff needs are the difficulties inherent in going to the constituency on any issue -- the time required, the possibility for polarization, etc.

Other methods of determining needs which can be utilized include the development of a list of competencies (e.g. College of the Mainland in Texas), the use of national or regional surveys,[3] or the employment of an outside consultant skilled in in-service education.

Another approach to the problem being used by a few colleges (most notably Miami-Dade in Florida and Central Piedmont in North Carolina) is the establishment of an office staffed by several persons responsible for both determining needs, and planning, implementing and evaluating staff development programs. Several smaller institutions have elected to create a new position with the title of Educational Development Officer, and have made this individual responsible for all aspects of in-service training.

4. What is the balance between institutional priorities and individual needs?

An area often overlooked in early planning for staff development is that of balancing institutional priorities and individual needs. Each institution has certain goals or objectives, although not always clearly formulated, which must be achieved if its purposes are to be fulfilled. The means by which this is done is through the efforts of its staff. In-service programs offer a logical and appropriate means by which the staff can acquire competencies needed to fulfill the everchanging goals of a college.

On the other hand, many individual staff members are aware of areas in which they would like to become more skilled. These staff are willing, often eager, to participate in activities related to their perceived needs. However, they will not be receptive to programs imposed from above which they perceive as being irrelevant to their requirements.

An ideal solution appears to be: 1) to generate logically derived programs of staff development from clearly formulated statements of institutional goals and objectives; 2) to combine these with training needs derived from the identified needs of the total staff of the college; and 3) to derive from this mixture a balanced staff development program which meets both institutional and individual needs.

Unfortunately, this is most often not the case. Institutional goals are seldom stated in terms which can be used to derive means of accomplishment, and staff are rarely inventoried to determine their needs. The result is often programs which are dysfunctional or an eventual confrontation when the needs of the two functions are seen as conflicting. Hopefully, early consideration of this situation will lead to avoidance of the problem.

5. Which staff should participate?

The question of who will participate is closely tied to what is planned, in a "which comes first - chicken and egg situation." Does one select content first, then participants, or participants first, then content? These implications aside, there are three basic decisions to be made: a) Will participation be voluntary or non-voluntary? b) Will all staff or only certain groups or categories (faculty, counselors, etc.) be involved? c) Will only full-time personnel be eligible to participate or will part-time staff also be included?

A recently published report by the Group for Human Development in Higher Education for Change magazine offers some insights on the question of volunteers. "Organizers of a faculty development program might start with a small, well-sponsored and carefully organized program designed for those professors who most wish to take advantage of it."[4] The report cautions, however, that "one danger of starting only with volunteer faculty is that they might include a high percentage of professors most disaffected from the institution. The program could thus become known as a haven for misfits."[5]

A similarly "sticky" topic is the focus of staff development. In the past, in-service has referred almost exclusively to faculty related activities. However, in recent years there has been a growing recognition that staff development is for all staff, from the president to the classified staff.

The issue of involvement of part-time staff is by no means a minor one. Part-time faculty are especially numerous on the community college campus and may well constitute up to 40% of the staff in many locations.[6] Although many adjunct staff can benefit from in-service programs designed for full-time staff (e.g. writing learning objectives), each institution should consider the value of in-service activities specifically designed for part-time staff. Specialists from business and industry with little teaching background and experience may benefit significantly from tailor made staff development programs directed at their particular needs.

6. How flexible will the program be?

Ideally, once participants are selected, the needs determined, and institutional priorities communicated, an in-service program can be structured. However, several issues remain: to what extent may individual staff feel free to add to, or subtract from, programs planned for their respective groups? In other words, how much opportunity will there be for staff to suggest plans based on their individual needs? Will there be several options to choose from? Or, is it assumed that all persons within a particular staff category (faculty, counselors, etc.) will all receive the same training?

7. How can staff be motivated to participate?

Assuming that all of the questions and issues raised in other parts of this article are resolved, staff development is doomed to failure unless the staff for whom it is planned are motivated to attend. In the experience of the authors, there are a number of questions, which, if satisfactorily resolved, will significantly increase motivation of staff to participate.

A. Will participation in in-service programs count toward promotion and/or increments in salary?

B. Will credit be granted for participation, and if so, will it be institutional or transferable graduate credit?

C. Will participants receive pay for attending?

D. Have institutional expectations been clearly defined? Is participation in staff development an expectation of all staff members, or a voluntary activity?

E. Is satisfactory participation in staff development considered part of the evaluation process?

F. What other recognition and rewards will the faculty member receive for productive professional development?

The answer to this last question is especially important. Released time, opportunities to visit other colleges, or to attend conferences and meetings all can be aspects of a rewards policy which encourages and supports staff involvement in the program.

8. How should the program be scheduled?

Regardless of the nature of the program, there are a number of issues related to the scheduling of in-service activities. For example, will programs be scheduled during regular working hours, with staff released from obligations, or will programs be held on Saturdays or after regular hours? For group oriented sessions, will each program be repeated more than once to increase attendance possibilities? Can, or should several days for in-service activities be built into the college calendar during which there are no classes? Or, can week-end retreats be planned in which participants meet off-campus for a day or two?

Another and very significant decision related to scheduling is that of continuity in the program. Garrison, in his survey of faculty attitudes reported in Junior College Faculty: Issues and Problems, found that they desired in-service education "on a continuing basis."[7] This is in sharp contrast to the majority of programs observed by the authors in which "in-service" is a one day workshop traditionally held at the beginning of the school year.

A new, and as yet undetermined factor in the scheduling of staff development programs is the influence of collective bargaining agreements. An examination of a large number of contracts filed in the library of the Center for the Study of Higher Education at The Pennsylvania State University reveals a wide variance in provisions for staff development. On the one extreme are agreements which are silent on the subject, while others are very explicit regarding the number of "in-service days" which a member can be required to attend.

9. Who will conduct the program?

In deciding who will conduct staff development activities, thought should be given to the comparative advantages of the use of inside versus outside personnel. Some considerations include: the relatively unbiased viewpoint of an outsider, the difficulty of being a "prophet in one's own house," and the expanded array of outside talent available. On the other hand, an outsider is not "tuned" to the unique aspects of the local situation, usually costs a great deal more, and is often not available for follow-up activities. Further, use of local talent can be a morale booster, and is, in the best sense of the word, "staff development."

Needless to say, the final decision regarding who will conduct the program is crucial. This is especially true of first efforts when failure can mean a setback of the entire program for one or two years.

Needless to say, the final decision regarding who will conduct the program is crucial. This is especially true of first efforts when failure can mean a setback of the entire program for one or two years.

Two of the most common mistakes in selecting outside resource persons are the failure to check out adequately credentials and the tendency to be unduly influenced by a $50 or $100 difference in fees. When compared against the intangible costs of an unsuccessful program, a few dollars spent in telephone calls to other institutions where a potential consultant has worked or the extra expenditure of $50 or $100 a day is negligible.

Subsidiary concerns here include to what extent nearby graduate schools will be involved with the college in planning in-service programs. Close articulation between graduate and community college educators can be of critical importance in establishing relevant staff development programs that require input beyond the resources of the individual two-year college. As J. L. Chronister has observed, "the cooperative approach should involve the two-year and graduate institution in full partnerships, defining specific needs, evaluating content and methodological approaches to meeting the needs with the unique resources and weaknesses of each kind of institution clearly in mind."[8] The chance for faculty to earn graduate credit for participation in in-service activities is an inviting one and should be considered by planners. The desire for credit has proved a consistent one for faculty over the years as evidenced by the results of an AACJC survey in 1967.[9]

10. What instructional techniques work best?

As has been the case with several other issues above, the question of which instructional approach to take can hardly be considered alone. But for the moment, assume that decisions regarding scheduling, content, etc., have been made and that there is considerable latitude with respect to instructional approach. A number of issues remain. Will content be presented using a group mode or an individualized approach? To what extent is the staff to become actively, as opposed to passively, involved? Will an effort be made to match the method of instruction being advocated with the same procedures in the staff development program? For example, in a session related to individualized instruction, will the program be conducted as a teacher in an individualized classroom would conduct a course?

11. What publicity should be made of the program and how should information regarding the program be disseminated?

All too often dissemination of information to participants about a program is overlooked until the last minute with the result being poor attendance due to previously scheduled activities. Issues to be resolved here are:

who will be responsible for disseminating information? How will it be done? When? Publicity and dissemination issues are not minor ones. The best planned program is of no use if participants do not know of it in time to attend.

12. Should the program be evaluated and, if so, how?

Unfortunately, the old adage, "If it is worth doing, it is worth evaluating," does not usually apply to in-service programs. Consequently, mistakes of the past have been repeated time and again, and programs largely irrelevant and meaningless to participants are continued. In planning staff development programs, attention should be given to the following questions: (a) Will the program, or participants, (or both) be evaluated? (b) How will it be determined if the program's objectives have been met? (c) What parts of the program should be continued or deleted? (d) What changes in behavior, both cognitive and affective, occurred? (e) If accountability is part of the in-service program, are there any provisions allowing staff a reasonable right-to-fail in order to avoid stifling attempts at improvement? (f) Will attention be given to developing ways of gathering feedback during the in-service program, rather than waiting until its culmination? (g) How will the task of evaluation be handled? By college personnel or by consultants?

13. How should the program be funded and what other kinds of support besides funding are needed?

Two fundamental issues are present here: (a) How will the program be funded? (b) What other visible support will be given to staff development?

In answering the former, consideration should be given to the pros and cons of various ways of funding. Is budgeting for staff development to be a regular part of the budget document or must it be justified each year? Are all funds for staff development to be in one or more separate line items in the college budget, or will each major unit budget for it? In either instance, who is authorized to sign for expenditures? What guidelines, if any, exist? If internal funds for staff development are low, has the institution sought viable alternative plans?

In the financially tight 1970's most colleges may have to plan their programs with an eye to economy. Highly innovative, experimental programs have monopolized the literature in the last ten years -- programs that may well be considered unsuitable with present funding shortages. The monetary input has often been high on these programs; the cost effectiveness low. For the immediate future, staff development may be forced to take a more practical turn and seek low cost high return approaches similar to those suggested by Orland Lefforge in his *In-Service Training as an Instrument for Change*.[10] His suggestions for utilizing in-house expertise, developing regional and state talent pools, and rotating campus personnel, only start to scratch the surface, suggesting the economical staff development program as a valuable area for further examination and research.

The second major question (What other visible support will be given staff development?) presents a number of issues. Are there policies supporting staff development? How does the administration reinforce staff participation? Are staff development activities publicized? Does the president's annual report mention in-service education? Does staff development receive firm support from trustees, and state agencies? If support is weak, what measures can be taken to increase trustee, and state support?

Support from governing bodies can be crucial to success. If the faculty and its immediate superiors are making a concerted effort to work together for the improvement of instruction through in-service training, they must have the support of trustees, and state agencies to produce fully satisfactory results. That support is essential in avoiding fragmented programs, misguided salary schedules that reward mere credit hour collecting, and other policies that can hamstring programs. Trustees,while legitimately concerned with accountability, must allow the faculty a reasonable right to fail if attempts at instructional improvement are not to be stifled. Enlightened state planning in close consultation with community colleges can prevent wasteful duplication, encourage dissemination of services, and move graduate institutions towards greater responsiveness to the two-year college's in-service needs.

Conclusion

The problems, questions and issues enumerated above are by no means irresolvable or unanswerable. However, their solution requires a firm commitment to staff development -- a commitment fully justified by the purposes, objectives, and needs of the community college. In a period of declining enrollments, and tightened budgets, the allocating of scarce funds for staff development activities may seem like a luxury expenditure. However, if the needs of the new student are to be met, if communication between staff and administrators is to improve, if the newly emerging role of the college in the community is to be realized - in short, if the community college is to continue to adapt to changes in its several missions, then there is no alternative but to engage in a carefully planned program of staff development.

Footnotes

[1] Roger Yarrington, editor, "1973 Assembly Report," *Educational Opportunity for All. New Staff for New Students. Report of the 1973 Assembly of the American Association of Community and Junior Colleges.* (Washington, D.C.: AACJC, 1974), pp. 138-150.

[2] Orland S. Lefforge, *Inservice Training as an Instrument for Change* (Gainesville, Florida: University of Florida Institute of Higher Education, 1971), p. 3.

[3] Several surveys of national scope provide a good starting point here: *Inservice Training for Two-Year College Faculty and Staff* (Washington, D.C.: American Association of Community and Junior Colleges, 1969); Roger Garrison's *Junior College Faculty: Issues and Problems* (Washington, D.C.: American Association of Community and Junior Colleges, 1967); and Terry O'Banion's *Teachers for Tomorrow: Staff Development in the Community Junior College* (Tucson, Arizona: University of Arizona Press, 1972).

[4] *Faculty Development in a Time of Retrenchment* (New Rochelle, N.Y.: The Group for Human Development in Higher Education, 1974), pp. 84-85.

[5] *Faculty Development in a Time of Retrenchment*, p. 85.

[6] Louis W. Bender and James O. Hammons, "Adjunct Faculty: Forgotten and Neglected," *Community and Junior College Journal*, Vol. 43 (Oct. 1972), pp. 20-22.

[7] Roger Garrison, *Junior College Faculty: Issues and Problems* (Washington, D.C.: American Association of Junior Colleges, 1967), pp. 41 and 46.

[8] Jay L. Chronister, *Inservice Training for Two-Year College Faculty and Staff: The Role of the Graduate Institutions* (Charlottesville, Virginia: University of Virginia, 1970), p. 8.

[9] Garrison, p. 46.

[10] Lefforge, pp. 46-48.

THE COMMUNITY-BASED, PERFORMANCE ORIENTED COMMUNITY COLLEGE

ERVIN L. HARLACHER

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KANSAS CITY
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Alan Pifer, President of the Carnegie Corporation, speaking at AACJC Convention last February, told the nation's community colleges that they should consider themselves primarily community service agencies, rather than institutions of higher education. He cast the community college in a key leadership role for reconstruction of American society. "Other institutions have a part to play, of course," he said, "but I see the community college as the essential leadership agency. . . .They can become the hub of a network of institutions and community agencies--the high schools, industry, the church, voluntary agencies, youth groups, even the prison system and the courts--utilizing their educational resources and, in turn, becoming a resource for them."

These words are consistent with AACJC's new emphasis on community-based, performance-oriented post-secondary education. With this admonition, I couldn't agree more. But what is meant by this new mission and how can it be accomplished?

I would like to suggest three ways which, when considered together, provide an operational definition of the community-based, performance-oriented community college. The first way is through expanded access to further education. Expanded access will result in a new breed of student, exploding the experts' predictions of declining enrollments. People from all walks of life and many different age levels will be enabled to take advantage of almost unlimited learning opportunities designed to fulfill desired, useful needs through a new and unique type of education which might otherwise not be available to them. Why? Because a basic assumption of expanded access is that every person in the community has a right to education beyond the high school level; in a democracy education is not a privilege for the wealthy or for an intellectually elite group.

Doomsday forecasts of declining college enrollment are based on the traditional delivery systems of higher education developed in the late 19th and early 20th centuries and basically unchanged since. "This system assumes that a college or university is a physical location where students and teachers assemble, and that a college education consists of four years of courses. . ."

Expanded access will create a market considerably larger than what tradition has led us to expect. According to Dr. Edmund Gleazer, Jr., President of the American Association of Community and Junior Colleges, "within current confines alone, we know that if every 'housewife' took one 'course' every other year, the impact would be an instant tripling of 1972 enrollments. Outside those confines it is mind boggling to think of the market represented by the 'learning force' at large."

Item: The post-war babies now 26 years old will be available for post secondary education through the year 2000.

Item: In only 26 years half the population will be 50 years of age or older.

Item: A recent survey by the Ontario Institute for Studies in Education indicated that most adults spend about 700 hours a year at anywhere from one to half-a-dozen "learning projects" outside higher education.

Item: Approximately 11.2 million adults (ages 18-60) exclusive of full-time students are now engaged in learning experiences sponsored by non-educational institutions such as labor unions, private industry, museums, professional trade associations and governmental agencies. A number larger than all students now enrolled in colleges and universities.

Zero education growth? Hardly.

In the past, expanded access to higher education has meant allowing greater numbers of persons in the 18 to 24 year old age group to attend college. In the future, according to a February, 1973 report of The Joint Committee on the California Master Plan for Higher Education, "post secondary education will be less campus-bound and will serve persons in all age groups. Many individuals have neither the time nor resources to attend a conventional college or university. Yet, their needs for post secondary education are often at least as great as the needs of those who attend conventional colleges and universities." But who are these new students?

1. Those who cannot afford the time or cost of conventional higher education. Those previously branded "unfit" for higher education.
2. Those whose ethnic background has constrained them from full participation in the educational establishment.
3. Those whose secondary preparation has been inadequate -- the drop-out, the below-average high school graduate.

Who are these new students?

4. Those with interests and talents not served by traditional education.
5. Those whose educational progress has been interrupted by illness, military service, or other temporary conditions.
6. Those who have failed to take advantage of educational opportunity and come to regret it -- "they had their chance and muffed it."

Who are these new students?

7. Those who have become technologically unemployed and must re-tool themselves in mid-career.

8. Those on the outside who had even forgotten they wanted in.

9. Those who are elderly and found no educational opportunities present at an earlier age.

Who are these new students?

10. Those who are in prisons or hospitals or confined by illness in their homes.

11. Those who are increasingly bored with the routine of a highly technological society or faced with increased leisure time.

12. Those who must move frequently in order to accompany spouses or pursue careers.

Who are these new students?

13. Those John Locke had in mind when he said, "the people shall judge."

14. And, people like those who founded this country--people judged on performance, not on their opening handicaps.

(Adopted from the 1973 report of The Joint Committee on the California Master Plan for Higher Education.)

Fred Hechinger, writing in the New York Times, criticized American higher education for turning away from intellectual issues to concentrate on housekeeping and bookkeeping. Recent television documentaries about higher education, he noted, have handled the subject as if it concerned the rescue of bankrupt railroads. "The educational leadership--demoralized by present fiscal problems and terrified by a future of declining enrollments--lacks the spirit and the voice to draw public attention to questions of substance." Hechinger's call for a new sense of educational purpose as vital to the nation's progress is our challenge to reconstitute the community college as a community-based, performance-oriented institution, which brings me to the second approach: The creation of a different kind of college--a community renewal college.

The community college must reconstitute itself as a community-based institution that stresses community service as the cornerstone of every curriculum -- for service and knowledge are the handmaidens of community restoration and renewal. And, by way of illustration, I would like to share with you what we propose to do in Kansas City.

For several years (prior to AACJC's adoption of its community-based, performance-oriented mission), I have been talking and writing about a concept which I have called the "Community Renewal College." The concept as originally propounded, perhaps focused too much emphasis on the community as a whole rather than the individuals who comprise it; obviously a community tends to decline; and thus be in need of renewal, only as personal obsolescence grows. Because of this, focus should be on human renewal rather than on rejuvenation of the more global entity. Whatever the case, I should like to acquaint you with some of the principles underlying our re-thinking of the Community Renewal College concept, vis-a-vis its implementation as a fourth college of our District.

A new social invention, at least in some of its aspects, The Community Renewal College would be in fact -- not just in name -- a "people's college," unconfined by any campus, decentralized and flourishing in every corner of the real world of its community. It would have as its mission helping individuals to grow and develop in a variety of ways; helping them to reach maximum employment; helping them to acquire the skills, attitudes and knowledge to restore and improve their neighborhoods; helping them to reach the enlightened judgments so critical to our society; helping them create a learning society. It might well be the only place in our communities where all of the children of all the people would meet and mix and meld. It would reach into every corner of our communities, touch every citizen, rejuvenate community pride, lift the educational achievement for all of our people and their children. And, it would serve as a change agent for the betterment of life conditions at the local level.

With emphasis upon defined competencies and student-college educational pacts that attempt to ensure student achievement of those competencies, it would be possible to bring further education to more people than ever before and thus to validate the concept of "universal higher education." Thus it is our goal at Kansas City to develop in due course a community college without walls -- as a fourth college of the District; a Community Renewal College; a college that would exist without a formal campus; a college that would establish a network of learning sites that offer both formal and informal learning opportunities; a college that would utilize a faculty, not solely of academically credentialed individuals, but of community personnel with demonstrated expertise in their several fields of endeavor, thus making the entire community college District a laboratory for learning; a college that would emphasize multimedia, multimodal, self-instructional learning systems, free scheduled courses -- recognizing that what is learned is more important than what is taught.

As a first phase of this undertaking, we have just established a District-wide Institute of Community Services which consolidates, and will expand, all existing community services programs and activities offered independently by the District colleges. Our District which serves four counties in the metropolitan area represents regional government, and the problems associated with metropolitan grown and development are not confined to single subdivisions. Community restoration, which is at the very heart of the community services concept, requires a comprehensive and flexible approach, which is not possible when the community services functions are assigned to separate, somewhat autonomous colleges in a metropolitan area. Our new Metropolitan Institute of Community Services will be responsive to community needs which do not fit into the traditional academic programs of the three existing colleges of the District.

Needs such as these:

1. Some individuals need specific job training in order to get work.
2. Some individuals need access to specific education in order to win promotion within their existing jobs.
3. Community groups and organizations often need educational programs designed specifically to meet organizational needs.
4. Individuals seek education as a means of enriching their personal lives.

Operating as a consortium effort of the three colleges with a policy board composed of the three presidents and the chancellor, the Metropolitan Institute will utilize three types of delivery systems in meeting community needs:

1. Programs and services operated directly by the Institute.
2. Specific programs and services operated by the colleges under a contract with the Institute, with the Institute serving as broker between client and college.
3. Programs and services permanently assigned to the college, with the Institute serving as coordinator.

In all instances faculty from the three colleges will be utilized extensively under special contracts, in addition to the utilization of community personnel.

Charged with taking the college to the people, the Institute will shortly begin the discharge of its duties by establishing learning centers throughout the District in the community where the student lives -- in close proximity to his home-- where students can meet with their advisers or instructors: libraries, churches, school buildings, community centers, private homes, parks; and business, industrial, governmental, and welfare organization offices. Here, too, persons seeking non-credit learning experiences will be serviced by short courses, seminars, lecture series, film showings, and the other vehicles with which community services have been identified in the past. The aim will not necessarily be to move attending students toward a degree, although this will be an available option. The main purpose will be to help students define their competencies -- both those they already have and those they want to develop -- as effective human beings: personally, communicatively, vocationally, and recreationally. The over-all goal will be to teach them how to learn so that, more than merely fostering a desire for lifelong learning, we may give them the tools by which to translate that desire into lifelong actuality.

Examples of Institute Programming:

1. Responding to the needs of business, industry, professions, and government in the Metropolitan Kansas City area for employee self-improvement and upgrading of skills and knowledge, the Metropolitan Institute of Community Services has launched what has the promise of becoming one of the most extensive in-plant, in-service training programs in the country. Operating under the Institute's new Career Development Services Center, the program includes an associate degree program in electronics at Western Electric for approximately 75 students; an associate degree program in nursing management at St. Luke's Hospital for 53 registered nurses; an associate degree program in heavy equipment maintenance at the Missouri Fire Academy for 62 Kansas City employees; an eight-week session in supervision at Pfizer Chemical Company for 14 supervisors. Other in-service programs will soon be operational with 18 additional agencies, including three with the city of Kansas City, Missouri in the areas of trash truck operation, secretarial, and street light maintenance. Others cover registered nursing refresher, secretarial, and nursing supervision for three area hospitals, respectively; occupational and liberal arts courses for some 1200 inmates of the Fort

Leavenworth Discipline Barracks; management and foreign affairs courses for non-commissioned officers at Richards-Gebaur Air Force Base; and credit and non-credit programs in secretarial science, drafting, insecticide certification, franchising and financial record keeping, programmed learning for small businessmen, retail sales, appraising, industrial management, familiarity with provisions of the Occupational Health and Safety Act, and banking for such diverse agencies as: telephone company, engineering firm, Federal and state groups and associations, Goodwill Industries, chemical company, and motor truck company.

2. Two Penn Valley Community College programs taken over by the Metropolitan Institute, the Career Center and Veterans programs, respectively, emphasize job training and upward mobility. People who want to work are helped to get jobs:

1. By providing personal and vocational exploration opportunities.
2. By providing career-oriented educational experience.
3. By providing occupational training.
4. By providing credentials (h. s. certificate, G.E.D.).

3. We just recently entered into a contract with the Street Academy, a non-profit bootstrap corporation formed by four inner city young men for the purpose of working with disadvantaged black youth in the Kansas City inner city, to provide counseling and administrative service. Ultimately the Street Academy will become a part of the Urban Studies Center of the new Metropolitan Institute of Community Services.

A storefront operation directed toward dropouts who lack motivation to return to school, the Street Academy now enrolls some 222 youth. Activities include "The Ghetto Workshop" (GED), "Black Moods" (creative art), "Check Yourself" (health), "Express Yourself" (black history, black culture and black awareness in game situations), "Write On" (journalism), "Respect Yourself" (poise and grooming), "Sock It To Me" (brothers' baseball), "Black Anxiety" (creative dancing). Counseling and video tape workshops are also available.

The third way to accomplish the community-based, performance-oriented mission is through a new definition of the teaching/learning act--competency-based learning systems.

Although most community colleges today are facing new demands from new students in the marketplace, they are still attempting to meet these demands in the same old shopworn ways.

We educators, I think, get caught up in our own rhetoric. We seem to forget the fact of individual differences and that what causes one student to learn falls far short for another.

We continue to base our educational programs on the "Black Coffee Syndrome". . . What do I mean by "Black Coffee Syndrome?" In most colleges, we can find in the Student Union vending machines that offer us the choice of black coffee, coffee with sugar, coffee with cream, coffee with sugar and cream, coffee with two lumps of sugar, coffee with double cream, etc; yet when we enter the classrooms of that same college, we're all served the same black coffee. These colleges fail to recognize the principle of human diversity--so critical in the open door community college--and perhaps best illustrated by the following fable:

"Fable of the Animal School"

> "Once upon a time, the animals decided they must do something heroic to meet the problems of "a new world," so they organized a

> school. They adopted an activity curriculum consisting of running, climbing, swimming and flying, and to make it easier to administer, all the animals took all the subjects.
>
> The Duck was excellent in swimming (better in fact than his instructor), and made passing grades in flying, but he was very poor in running. Since he was slow in running, he had to stay after school and also drop swimming to practice running. This was kept up until his webbed feet were badly worn and he was only average in swimming. But average was acceptable in school so nobody worried about that except the Duck.
>
> The Rabbit started at the top of the class in running, but had a nervous breakdown because of so much make-up work in swimming.
>
> The Squirrel was excellent in climbing, until he developed frustration in the flying class where his teacher made him start from the ground-up instead of from the tree-top down. He also developed charlie horses from overexertion and then got C in climbing and D in running.
>
> The Eagle was a problem child and was disciplined severely. In the climbing class he beat all the others to the top of the tree, but insisted on using his own way to get there.
>
> At the end of the year, an abnormal Eel that could swim exceedingly well and also run, climb, and fly a little had the highest average and was valedictorian.
>
> The Prairie Dogs stayed out of school and fought the tax levy because the administration would not add digging and burrowing to the curriculum. They apprenticed their child to a Badger and later joined the Ground Hogs and Gophers to start a successful private school."

The moral of the fable is, of course, that people are different, and any attempt to fashion all in the same mold rather than capitalizing on individual strengths and potentialities could result in overall mediocrity. Individual talents could go unrecognized, untapped, and undeveloped.

At the risk of lending credence to Robert Browning's words: "Only one speech--Brookdale," I'd like to describe briefly the development of competency-based learning systems at Brookdale Community College in New Jersey, where I served until last fall as Founding President.

Nearly six years ago, when I accepted the presidency of Brookdale Community College, I found myself in the enviable position that Chancellor McHenry of the University of California at Santa Cruz once described as an administrator's dream: when you have neither faculty nor students to worry about--only a college to build; we possessed that rare and mixed blessing of being at the beginning.

Theoretically, that meant a free hand to develop the kind of educational program which would attract more students, produce greater learning results, and provide more ways to reach the individual than had ever been possible through traditional approaches.

Therefore, at Brookdale, a concerted effort was made not only to recognize individual differences among students, but to provide instructional strategies that would accommodate the variety of learning styles reflected in those differences. Such an eclectic approach, while utilizing technological learning aids to their fullest advantage, embraced traditional modes of instruction as well.

Competency-based learning systems embodied many of the concepts that had begun to stir in the decade of the Fifties and most of those that, in the early Sixties, were starting to challenge the conventional teaching/learning theories and the organization of the self-contained classroom. An amalgam of all of these seemed necessary if the result of the planning effort were truly to be the individualization of instruction:

1. A systems approach to curriculum planning (already demonstrated by business and industry to be a successful problem-solving device).

2. Program-oriented teaching teams with differentiated staffing. (That is, teams with expertise in the area of study supplemented by subordinates equipped to perform specified functions less than teaching.)

3. Failure-free curricula. (Learning experiences that measure not the extent of student failures, but the depth of their successes.)

4. Free scheduling of classes to allow the student to pursue extensively an area of interest without interruption by having to go to an unrelated class.

5. Independent study, continuous progress curricula, the "cluster college" idea that provides for flexible grouping--to name a few.

Stated very simple, competency-based learning systems at Brookdale meant:

1. That required competencies (learning objectives) are defined in advance (job and transfer standards) for all units, courses, and programs.

2. That course and program competencies must be mastered if credit is to be given and degree awarded.

3. That a wide diversification of learning methods (modes and strategies) are utilized to cause learning. Students could learn through their eyes, through their ears, or with their hands. Two students in the same course might receive the material in different ways--from a lecture, a film strip, or by building a model, or in some cases by all three.

4. That all learning experiences must be evaluated, utilizing multiple forms, to determine whether the desired learning has occurred.

5. That the learning pace must be adjusted to needs of individual students (self pacing). Not lowering standards, rather recognize John Carroll's definition of aptitude: "Amount of time required by learner to master learning tasks."

6. That the student must assume responsibility for his learning. (Active not passive role including peer tutoring.)
7. And perhaps should be #1--that an individualized learning prescription, based on diagnosis of the student's needs, is developed for each student and continuously monitored by his student development specialist and faculty teams.

In short, Brookdale's Plan tended to emulate the Hospital Model to which institutions of higher learning have often been compared because both college and hospital are characterized by diagnosis and treatment of human needs. The chief distinction between the two types of institutions has always been that hospitals have prescribed different treatment for different patients; whereas, colleges have given all students the same lecture/textbook treatment, regardless of individual needs, explaining treatment failures largely on the basis of the student's inadequacies. This is a little like a hospital's saying that there's nothing wrong with the treatment; we just keep getting the wrong patients! Again like the hospital, Brookdale was designed to be a "drop in/drop out" institution, providing short--or long-term therapy as diagnosis indicates. This implies a new role for the teacher as a learning manager--one who plans strategies for each student which will cause him to learn.

In conclusion, the community-based, performance-oriented community college is dedicated to the proposition that human renewal--the individual upgrading of every citizen within our District--is its primary and overriding purpose; it rejects the notion that an individual's ability to accumulate credits is the ultimate measure of his worth; it fully discharges its obligation to help every member of the community to acquire the basic skills and understandings necessary to effective functioning in a world at flux; and it revitalizes efforts to generate a sense of responsibility for the future. It is the community-based, performance-oriented community college's goal to make possible for everyone its services touch, what Alfred North Whitehead has called "the acquisition of the art of utilization of knowledge."

SELF-PACED MASTERY LEARNING AS APPLIED TO INTRODUCTORY SOCIOLOGY

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OBJECTIVES

Objectives of the presentation/paper are threefold:

1. To present the structure and functioning of a system of "self-paced mastery learning" as evolved by our department over the period May 1972 to March 1974.
2. To discuss perceived "flaws" in traditional college level "learning systems" and receive input from listeners/readers regarding the educational relevance of our approach.
3. To receive specific suggestions regarding further modifications of our system.

INSTITUTIONAL SETTING

Lambton College is a small, comprehensive community college operated through funding of the Province of Ontario. It has about 800 students, most of whom are graduates of Grade 12 (the Ontario Secondary School System extends itself to Grade 13). The majority of students are of working class background, ethnically English, with a full range of motivational levels. About two-thirds come from the city and suburbs of Sarnia which has a population of approximately 70,000. The remainder are from the surrounding rural district. Many students suffer from lack of success in their high school background.

Lambton College is similar to comparable institutions in the U.S. with respect to its "open-door" policy. However, it differs from many equivalent American colleges in that, consistent with the other 19 Ontario colleges, it is looked upon as a genuine post-secondary alternative to university education. Consequently most programs within the institution are specifically employment-oriented, with little transfer to 4-year institutions. The usual range of programs are included, e.g. nursing, nursery school teaching, business and technology specialties, etc. The latter is especially active in Chemical

Technology since one of the largest concentrations of petro-chemical industries in Canada is in the Sarnia area.

Lambton College was established in 1966 and has gained a reputation as a leader in instructional innovation in the region. It is perhaps most widely known for its annual "International Institute On The Community College" held in June.

Institutional goals have encouraged well-planned experimentation in instructional innovation. If a project appears to have merit it is supported with such "extras" as paid planning time, paraprofessionals, computer back-up, hardware, and printing.

"EDUCATIONAL MALPRACTICES"

Our experience has led us to support Don Stewart's use of the phrase "Educational Malpractices" (Educational Malpractices, Slate Services, 1971) to describe many characteristics of the post-secondary educational scene. Those "malpractices" to which we have tried to respond are as follows:

1. Standard Learning Pace

   The constraints of plant and personnel have been used as the rational for forcing all students to digest a specific quantity of knowledge in a set period of time. Psychologists, on the other hand, have been claiming that all individuals do not "learn" at the same rate.

2. Content Mastery Defined by "Bell Curve"

   This refers to the concept of learning being measured by a student's relative standing in a class. Sometimes an individual rated as "A" (excellent?) has "learned" 60% of the content in order to achieve this exalted standing. His achievement is measured relative to others who have had the ill luck to learn even less!

3. One-Chance Leaning

The assumption that learning which is not completed on the "first try" is "non-learning" is basic to traditional education. We allow criminals a second and third chance to "learn" but tend to deny this to our own students!

4. Learning By Same Technique

Teachers have traditionally chosen passive listening)lecture method) as the means of transmitting knowledge. Consequently they are missing too many students who tend to absorb knowledge better by reading, or by working on an individual project.

5. "Teacher-Centered" Learning System

Education has become a highly institutionalized process wherein most activities revolve around the permanent members of the organization (faculty, staff, administration). Redesigning the environment to pur the learner at the "Centre" is a necessary change toward efficient and well-motivated learning.

6. Subjective Grading

The evaluation of what has been learned by an individual in "Academic Courses" has long been subject to the whims of the individual instructor. The criteria are often lacking. A student is left to guess what letter or numerical result will be assigned to his work.

7. Grading As A Guessing Game

In conjunction with the last point, students must play the game of "guess what parts (questions) of the course I am going to test you on." If the student is successful in doing just this he may pass, if he is not successful he may fail.

8. Teacher As Opponent

Often the result of the above structural problems is the separation of instructors and students into opposing camps. Teachers then become persons to overcome rather than to seek help from!

PRIMARY SYSTEM CHARACTERISTICS

Self-paced mastery learning as applied to our Introductory Sociology course is an attempt to attack the "malpractices" above. The chief characteristics of the approach are:

1. Self-Paced Learning

This means that the student can proceed at the speed which he finds most convenient and which fits his "learning style." A student can complete a "semester" course in four weeks or two years without prejudice to his academic success.

2. Mastery Learning

We feel that the "Bell Curve" is not an acceptable means by which to evaluate learning. The standards are absolute in this course! A student cannot complete the course without achieving demonstrated understanding of concepts, facts, or date which are central to the discipline. We, as professionals, must be able to specify these prior to the learning experience and determine when the specific learning has taken place.

IMPLEMENTATION OF SYSTEM

1. Course Outline and Student Initiation

Students are initiated into the course by means of a comprehensive (95 pages!) course outline and week-long series of seminars. It is important to spend this time at the beginning since students are unfamiliar with most elements of the system.

The course outline includes the following:

COURSE DESCRIPTION
PRINT MATERIALS NECESSARY
REFERENCES
GENERAL GOALS
COURSE ORGANIZATION
BEHAVIOURAL OBJECTIVES
EVALUATION OF BEHAVIOURAL OBJECTIVES
SEMESTER EVALUATION
GRADE CONTRACTING
TUTORIALS
ATTITUDINAL SURVEY (A "Project")
ALTERNATE OBJECTIVES
TEACHING ASSISTANT
COMPUTER FEEDBACK SYSTEM
STUDENT SUMMARIES
SEMINARS (1 - 13 LISTED)
BEHAVIOURAL OBJECTIVES (UNITS 1-13)
ALTERNATE SEMINAR OBJECTIVES
ATTITUDINAL SURVEY MATERIALS

At this point it is extremely important that students thoroughly understand all the components of their new learning system. To ensure this, we suggest that students be tested on their knowledge of the system. A student should not be allowed to proceed further until he demonstrates that he understands the system.

2. General Goals

We specify the following general goals to our students:

1) Provide the student with a framework with which he will be able to view his society more objectively.
2) Provide a basic familiarity with the discipline of sociology.
3) Acquaint the student with the basic vocabulary of sociology so that he may be able to understand the reasoning of sociologists.
4) Create a milieu in which the student can produce a consistent personal relationship to his social environment.
5) Teach the student to critically evaluate popular literature which purports to be social scientific in nature.

3. Course Organization

Introductory Sociology is comprised of two "one-semester" courses: Sociology 100 and Sociology 200. Each course consists of 13 learning units (see Appendix "A" for list of units). Each unit includes one seminar, one tutoral, and an evaluation session.

4. Behavioural Objectives

The course is designed in such a way as to take the guesswork out of learning. Students in other courses often complain that they don't know exactly what to study. This problem is overcome by providing the students with a list of behavioural objectives which spell out exactly what they must know in order to complete a unit.

There are 3 types of behavioural objectives.

1) C-Level Objectives

These require the student to demonstrate his understanding of basic sociological concepts either by describing them in his own *words* or by applying them to examples drawn from real life. These objectives must be achieved by students who wish to earn a C-grade in the course.

2) *B-Level Objectives*

These require the student to demonstrate his understanding of basic sociological concepts at a more sophisticated level. The student must formulate *his own* examples which illustrate various concepts. These objectives (along with C-level objectives) must be achieved by students who wish to earn a B-grade in the course.

3) These require the student to formulate applications of basic sociological concepts to specific life situations. These objectives (along with C-level and B-level objectives) must be achieved by students who wish to earn a A-grade in the course. (See Appendix "B" for a full unit of objectives.).

In addition to the above objectives, *Seminar Objectives* specify the participation requirements that must be met for each seminar. *Alternate Objectives* exist for students who prefer another learning style and for those who do not achieve scheduled seminar objectives.

5. Grade Contracting

Students in this course select the grade which they wish to earn by completing a grade contract form. Students who do not complete all the requirements for the grade they have chosen will receive an "I" until they have completed the requirements they have set for themselves. Grade contracts can be changed at any time.

There are three semester grades that can be earned in this course: A, B, C. Below are work requirements for each.

"A" Grade:
1. Meet reading objectives (C-, B-, A- level)
2. Actively participate in 13 seminars (or equivalent alternate objectives for each seminar).
3. Perform and write up 1 attitudinal survey, or other project.

"B" Grade:
1. Meet reading objectives (C-, B- level)
2. Actively participate in 13 seminars (or equivalent alternate objectives for each seminar).

"C" Grade:
1. Meet reading objectives (C- level).

(See Appendix "C" for Grade Contract Form)

6. Learning Techniques

The objectives of the course can be met by a mixture of the following learning techniques.

A. Use of Print Materials. Behavioural Objectives and Alternate Objectives are keyed to specific text materials.

B. Individual Tutorials. Part of the Instructor's course load includes scheduled tutorials when students who experience difficulty with print materials can learn on a one-to-one basis.

C. Behavioural Objectives Workshop. In addition to the tutorials, an instructor conducts weekly objectives workshops in which he directs small group discussions regarding issues related to Behavioural Objectives.

D. Seminars. These provide an apportunity for students to discuss the applicability of basic sociological concepts to themselves and their society. Seminar activities include simulations, film discussions, values clarification, and video-taped interaction analyses.

(See Appendix "D" for list of seminar topics)

E. Involvement Project. Depending upon the grade contract, a student undertakes a research project which requires him to sample human behaviour patterns in his community. He analyzes and reports the results of his observations to the instructor or group.

7. Evaluation of Behavioural Objectives

The student is evaluated solely on the basis of the learning objectives for each unit. Evaluations are in the form of short-answer questions or matching questions which exactly reflect the learning objectives. Here is a simplified example.

Learning Objectives:

THE STUDENT MUST BE ABLE TO:

1. Define scientific truth, in his own words.
2. Given examples of culture traits, indicate whether each is associated with Canada, Britain, or the USA.

Evaluation:

1. Define scientific truth, in your own words ____________

   ____

2. Below are examples of culture traits. Indicate on the space provided whether each is associated with Canada (C), Britain (B), or the USA (U).

   _____ Buckingham Palace

   _____ The Maple Leaf

   _____ The Bald Eagle

   _____ The Beaver

All evaluations follow the same pattern as the examples.

The evaluation reflects the learning objectives directly. The student is evaluated on each behavioural objective listed for the unit. Therefore, the student knows exactly what is evaluated even before beginning the evaluation.

In order to receive credit for a particular unit:

1. C-level objectives must be completed with at least 80% proficiency.
2. B- and A- level objectives must be completed with 100% proficiency.

If a student fails to achieve this proficiency standard on the evaluation of a particular unit, he may rewrite the evaluation at a later date. The student is required to rewrite only those objectives in which he failed to demonstrate his proficiency. The student attempts each objective until he has achieved the proficiency level. The "Testing Centre" is available twelve hours a week.

If a student fails to achieve the proficiency standard on the second writing of a unit evaluation, he will be evaluated orally by the instructor on the third try. All subsequent evaluations are in oral form.

(See Appendix "E" for the unit evaluation keyed to the objectives specified in Appendix "B").

8. Teaching Assistant

A teaching assistant is assigned the task of invigilating the evaluation sessions and of grading the evaluations. These two functions represent her sole duties. All questions pertaining to the course content are directed to the instructors, and not to the teaching assistant.

All responses to evaluations are provided by the instructors to the assistant.

9. Feedback To Students

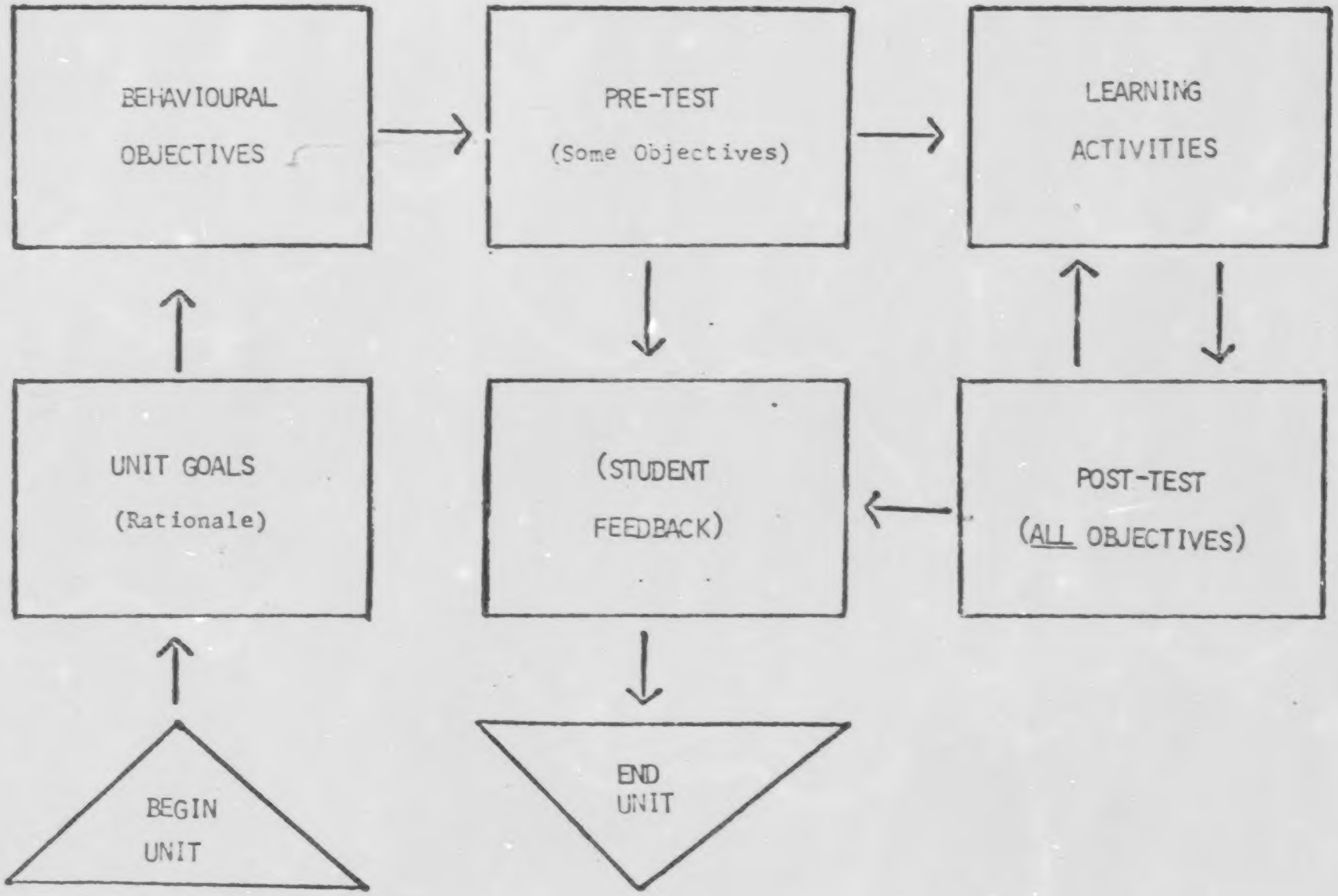
A weekly computer printout informs the student of his progress to date. This summarized achievement of objectives in all learning units, seminars, and involvement activities.

(See Appendix "F" for a sample computer printout)

10. Model of System

The following flow chart represents a model of the learning process of a typical unit:

LEARNING UNIT FLOW CHART


BEHAVIOURAL OBJECTIVES
PRE-TEST (Some Objectives)
LEARNING ACTIVITIES
UNIT GOALS (Rationale)
(STUDENT FEEDBACK)
POST-TEST (ALL OBJECTIVES)
BEGIN UNIT
END UNIT

PRINCIPLE BENEFITS

1. To Students:

   A. Free to work at their own pace.

   B. Success achieved by means of content mastery.

   C. Multiple-opportunity learning.

   D. Alternate learning techniques adaptable to individual learning styles.

   E. Focus of learning returned to student.

   F. Objective grading.

   G. Specific concepts or facts to be mastered known before beginning learning process.

   H. Relationship to teacher non-threatening.

   I. Success is self-motivating.

2. To Instructors:

   A. More time flexibility to assist students most needing help.

   B. Increased ability to shape the learning environment.

   C. Increased moral due to perceived role changes - as "helper" rather than opponent.

   D. Feeling of greater commitment to the learning process.

   E. Student success motivates instructor.

3. To Administration:

   A. Decreased necessity to deal with student-faculty misunderstandings.

   B. Greater cost efficiency.

   C. Documentation of institutional achievement (in terms of student learning) is easier to demonstrate to "Sponsors."

   D. A specific knowledge of course content.

4. To Institution:

   - A. Generally higher efficiency.
   - B. Higher moral among all members.
   - C. Flexibility in meeting community needs through modification of specific learning objectives.
   - D. Greater community and governmental support.
   - E. A specific knowledge of course content.

THE FUTURE

University education has not adequately prepared us for our new roles as "systems managers" and educational innovators. We are painfully aware of the necessity to acquire new skills in order to modify the educational scene. We are sure the approach outlined in this paper will continue to evolve (or be replaced) as we develop greater educational sophistication.

Some of the "Educational Malpractices" that we have attempted to confront, continue to wander through our professional lives like demons requiring almost continual minor exorcisms. On the whole, however, we would not "rather be in Philadelphia!"

APPENDICES

APPENDIX A

Sociology 100 Learning Units:

Unit 1 - Science and the Search for Truth
Unit 2 - Fields and Methods of Sociology
Unit 3 - Structure of Culture
Unit 4 - Evolution of Culture
Unit 5 - Personality and Socialization
Unit 6 - Role and Status
Unit 7 - Social Control
Unit 8 - Social Deviation
Unit 9 - The Penal System
Unit 10 - Social groups
Unit 11 - Social institutions
Unit 12 - The Family
Unit 13 - Communes

Sociology 200 Learning Units:

Unit 1 - Formal Organizations
Unit 2 - Social Class
Unit 3 - Workmen in Society
Unit 4 - Social Mobility
Unit 5 - Social Processes
Unit 6 - Social Power
Unit 7 - Race and Ethnic Relations
Unit 8 - Collective Behaviour
Unit 9 - Population
Unit 10 - The Community
Unit 11 - Social and Cultural Change
Unit 12 - Social Movements
Unit 13 - Social Change II

"APPENDIX B"

UNIT I

Formal Organizations

Behavioural Objectives (C- level)

Horton & Hunt. Sociology. Chapter 11

THE STUDENT MUST BE ABLE TO ACCOMPLISH THE FOLLOWING:

1. Given examples of social organizations, indicate whether each refers to a formal organization, informal organization, or social institution.
2. Given examples of formal organizations, indicate whether each refers to economic production, political power, societal integration, pattern maintenance, or play.
3. Given examples of organizations, indicate whether each is a closely structured organization or a loosely structured organization.
4. Given examples of decision-making power, indicate whether each refers to authority or influence.
5. Given examples illustrating the characteristics of a bureaucracy, indicate whether each refers to specialization, job tenure, formalistic impersonality or chain of command.
6. Given examples illustrating criticisms of the civil service, indicate whether each refers to invidious status, rigidity of performance, division of responsibility or bifurcation of allegiance.
7. Given examples of workers, indicate whether each refers to a professional or a bureaucrat, and for each, justify his answer.

UNIT 1

Formal Organizations

Behavioural Objectives (B-level)

THE STUDENT MUST BE ABLE TO ACCOMPLISH THE FOLLOWING:

1. Note his own example of
   a) a closely structured organization
   b) a loosely structured organization
2. Note one time in his life when
   a) a person used authority on him
   b) a person used influence on him
3. Note his own example of
   a) a professional
   b) a bureaucrat

UNIT 1

Formal Organization

Behavioural Objectives (A-level)

THE STUDENT MUST BE ABLE TO ACCOMPLISH THE FOLLOWING:

1. Discuss each of the following characteristics of a bureaucracy as they apply to Lambton College.

   (a) specialization

   (b) job tenure

   (c) formalistic impersonality

   (d) chain of command

"APPENDIX C"

PERFORMANCE CONTRACT

SOCIAL SCIENCES

COURSE TITLE ____________________ SECTION __________

NAME OF INSTRUCTOR ______________________________

NAME OF STUDENT ______________________________

STUDENT NUMBER ______________________________

With full understanding of the requirements for the grade I've chosen, I hereby select the following grade toward which I shall work:

A B C

(circle one)

Signature of Student ______________________________

Date of Signature ______________________________

"APPENDIX D"

Sociology 100 Seminar Topics:

Unit	Topic
-	Orientation
1	"Who Am I" Exercise
2	Experience in Inquiry
3	Film: "Future Shock"
4	Value Survey
5	College Socialization Pressures
6	Occupation Ratings
7	Film: "Like it Is"
8	Legal Sanctions
9	Group Interaction Analysis
10	Group Interaction Analysis
11	Film: "Four Religions"
12	Film: "Four Families"
13	Assembly Line Exercise

Sociology 200 Seminar Topics:

-	Orientation
1	Space Ambassadors Exercise
2	Film: "Life Style"
3	Social Class Exercise
4	The Miracle Workers Exercise
5	Film: "Hutterites"
6	Propaganda Exercise
7	Mass Media Exercise
8	Film: "Death"
9	Attitudes, Values and TV
10	Film: "Where We Live"
11	Social Readjustment Rating Scale
12	Sociology of Ann Landers
13	The Pie of Life

U ☐☐☐☐☐☐☐
2 STUDENT NUMBER 8

☐ COURSE SECTION 9

☐ GRADE CONTRACT 10

NAME ____________________

"APPENDIX E"

SOC200-3

UNIT 1 EVALUATION

FORMAL ORGANIZATIONS

(C-LEVEL)

C-LEVEL ☐☐☐☐☐☐
21

B-LEVEL ☐☐☐☐☐
30 33

A-LEVEL ☐☐☐☐☐
34 [illegible]

OFFICE USE ONLY

1. Below are examples of social organizations. Indicate whether each refers to a formal organization (F), an informal organization (I) or a social institution (S).

____ a friendship clique

____ religion

____ General Motors

____ education

____ Teachers Federation

2. Below in the right-hand column are types of formal organizations. Match each of these items with its corresponding example in the left column by writing the appropriate letter on the space provided.

____ Junior Progressive Conservatives	a) economic production
____ Antique Automobile Club of Canada	b) political power
____ Scouts	c) societal integration
____ Chrysler Corporation	d) pattern maintenance
____ Canadian Medical Association	e) play

3. Below are examples of organizations. Indicate whether each is a closely structured organization (C) or a loosely structured organization (L).

_____ government

_____ the Baptist Church

_____ the military

_____ the Catholic Church

_____ Lambton College.

4. Below are examples of decision-making power. Indicate on the space provided, whether each refers to authority (A) or influence (I).

_____ because Joe is the most popular guy in school, all his friends do what he wants to do.

_____ the King issues an ordinance forcing all people to pay him taxes

_____ the Prime Minister's wife persuades him to take a holiday in Switzerland

_____ the policeman orders the bank robber to surrender

5. Below, in the right hand column, are characteristics of bureaucracy. Match each of these with its corresponding illustration in the left column by writing the appropriate letter on the space provided.

_____	after Joe has been teaching for 2 years with the same school, the principal will not be able to fire him.	a) specialization
_____	everyone in an office is an expert in his own field.	b) job tenure
_____	at the college, the President has authority over the Dean, who has authority over the Chairman, who has authority over the Teachers.	c) formalistic impersonality

_____ a set or rules ensures that everyone at the office must remain at work until 5:00 o'clock — d) chain of command

6. Below, in the right-hand column, are criticisms of the civil service. Match each of these with its corresponding illustration by writing the appropriate letter on the space provided.

_____ prisons were designed to rehabilitate inmates; but employees of the prison system do nothing but control inmates to keep them in line. — a) invidious status

_____ a person who is having difficulty with his unemployment insurance benefits is constantly being shuffled from one person to another, until he finally finds someone whom he can pin down to a decision. — b) rigidity of performance

_____ a social worker tells an unwed mother that she is ineligible for mother's allowance. — c) division of responsibility

_____ a clerk blindly follows regulations even when he knows that they are in error — d) bifurcation of allegiance

7. Below are examples of workers. Indicate whether each refers to a professional (P) or to a bureaucrat (B). Justify each answer.

		Justification
_____	business manager	______________________________
_____	nurse	______________________________
_____	college teacher	______________________________
_____	typist	______________________________

SOCIOLOGY 200

UNIT I

EVALUATION (B-LEVEL)

Formal Organization

1. Note your own example of

    a) a closely structured organization

    ____

    b) a loosely structured organization

    ____

2. Note one time in your life when

    a) a person used authority on you __________________

    ____

    ____

    b) a person used influence on you __________________

    ____

    ____

3. Note your own example of

    a) a professional

    ____

    b) a bureaucrat

    ____

SOCIOLOGY 200

UNIT I

EVALUATION (A-LEVEL)

Formal Organization

1. Discuss each of the following characteristics of a bureaucracy as they apply to Lambton College.

   a) specialization ______________________________

   ____

   ____

   b) job tenure ______________________________

   ____

   ____

   c) formalistic impersonality ______________________________

   ____

   ____

   d) chain of command ______________________________

   ____

   ____

Lambton college of Applied Arts and Technology

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TITLE    STUDENT SUMMARY REPORT FOR SOC 200 -3  SECTION C
DATE     8/02/74                        PAGE     15

                                            * STUDENT NUMBER * - 7104163
JACKSON     H    -------- UNIT 01 --------  -------- UNIT 02 --------  -------- UNIT 03 --------  -------- UNIT 04 --------
GRADE CONT-A     C=          B=       A=     C=          B=       A=     C=          B=       A=     C=          B=       A=
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                                            * STUDENT NUMBER * - 7104499
MCRITCHIE   R    -------- UNIT 01 --------  -------- UNIT 02 --------  -------- UNIT 03 --------  -------- UNIT 04 --------
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                                            * STUDENT NUMBER * - 7105151
CURZON      G    -------- UNIT 01 --------  -------- UNIT 02 --------  -------- UNIT 03 --------  -------- UNIT 04 --------
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                                            * STUDENT NUMBER * - 7105219
RAYNE       P    -------- UNIT 01 --------  -------- UNIT 02 --------  -------- UNIT 03 --------  -------- UNIT 04 --------
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                                            * STUDENT NUMBER * - 7105985
TOYE        R    -------- UNIT 01 --------  -------- UNIT 02 --------  -------- UNIT 03 --------  -------- UNIT 04 --------
GRADE CONT-A     C=          B=       A=     C=          B=       A=     C=          B=       A=     C=          B=       A=
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                 SEMINARS     -  -  -  -05-06-07-08-09-10-11-12-13    -15-16    ASSIGNMENTS  01-02-03-04-05-06-07-08-09-10
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THE POLITICS OF ACADEMIC NEGOTIATION; THE EFFECT ON FACULTY, STUDENTS, ADMINISTRATION AND BOARD

KARL J. JACOBS

PRESIDENT
ROCK VALLEY COLLEGE
ROCKFORD, ILL.

The study and the alleged workings of the occult have always held a fascination for people. For a time, it was unfashionable for even the less urbane to talk of devils and demons.

The novel, The Exorcist, and now the movie have probably commanded as much attention as last winter's energy crisis.

I feel a certain relationship with the current fad on the occult. Because by accident of timing and geography, I was exposed to public employee legislation earlier than some of my colleagues.

As a consequence, when some of the presidents are confronted with faculty militancy for the first time, their reaction is similar to what the occult people would describe as the situation of demons and dark spirits possessing one's soul.

There is the hope by the newly possessed that somehow those of us who have had earlier exposure to bargaining have the ability to perform some sort of exorcism and restore things to the way they were between faculty and board and administration.

Well, I must say such is not the case. Quite seriously, what I hope to accomplish today is not to perform any metaphysical miracles, because there are no devils and demons in bargaining--only humans acting out some rather predictable roles. I would go further and offer a pun that it is not my objective to "scare hell out of you" nor to beat the devil out of collective bargaining . Hopefully, I would like to provoke some serious thought and dialogue on a topic that is very much a trusteee responsibility --governance.

As a student of public employee relationship, I am intrigued that such little emphasis has been placed on the topic of politics of negotiations and bargaining. Literature and experts are in plentiful supply to advise on how to prepare for the bargaining table, what to say and not to say--and even who should or shouldn't talk before, during, and after bargaining. Volumes have been written on contract administration and certainly all of you in attendance are now expert in arbitration and grievances.

Part of the answer to my question as to why there is no emphasis on politics can be readily explained. To begin with, lawyers would like to consider bargaining as their exclusive field to sow. Thus, for the attorney the politics in the bargaining process becomes defined, figuratively speaking, in the fictional Dr. Doolittle language of talking legalistic to each other.

Also, bargaining by its nature means differences and conflicts, and for most people-- who needs more conflict? Conventional thought considers the university as a refugee for rational people exercising rational thought, or at worst, an assembly of chaotic personalities (called faculty) cloistered from the realities of the world. Reality means of course, making a good competitive buck in a hard world.

Like every good guild, faculty members resist any attempt to relinguish power in areas that they determine to be legitmately theirs. In the past, few boards or administrators cared or dared to intrude. But now, higher education is big business, big budgets, and big news. Therefore, the scissor blades of politics are being sharpened by a number of candidates, all of whom are interested in the game.

But a significant answer to the question of why politics has been omitted from the study of public educational negotiations is found in the commonly held attitude toward politics itself. Most people believe that when politics is introduced into a human relationship, it consequently means debasement. For many people, politics is just simply "dirty tricks".

I would submit, and I hope you will accept at least for the purpose of this paper, that politics is in its simplest terms --

a description of a process of managing affairs among humans. But I would agree there are many definitions of the term, and many such definitions are not flattering.

Ambrose Bierce said, "what is politics? Politics is the conduct of public affairs for private advantage." or "Politics and the pulpit are terms that have little agreement." (Edmund Burke)... or "you cannot adopt politics as a profession and remain honest." (Louis Howe) .. and Thomas Jefferson said, "politics is such a torment that I would advise everyone I love not to mix with it" .. or, we could conclude with the succint comment by Will Rogers.. "I tell you folks, all politics is applesauce".

So I expect what we may want to do for the remaining time, is to spread some applesauce over "who gets what, when and why." I would say that if this talk were delivered to another group of people, they would suggest that applesauce does not go far enough in the digestive tract to describe politics.

Unlike private business and industry, the college or university is a unique institution. There is a basic principle--if not assumption--that pervades any discussion of higher education. It is simply stated that there must exist a maximum of freedom for the faculty to search for truth and to responsibly teach those truths to others.

Woven within this fabric or academic freedom is to be found the thread that complicates the fabric of governance in higher education.

The purpose of the college or university is to teach and to conduct research. A faculty member is charged with this responsibility. In order to carry out these responsibilities it is important that they, the faculty members, be given maximum authority over their own affairs. For those of you involved in professions or businesses that are organized as partnerships, all of this seems reasonable... and I am not suggesting that it is not.

What I want to do is lay out for you the concepts of governance and the dilemmas posed to the traditional concepts of principles and practices created by organized collective bargaining. It is around these basic laws of governance that one can begin to perceive the politics of collective bargaining.

Historically derived, the traditional governance structure for a college or university recognized the idea of pluralistic rule. Faculty, Board, administration, and possibly students make up a delicately balanced flywheel of governance. Each group or constituency plays its part by staking out areas or spheres of influence within the college community. Traditionally, control over professional standards, curriculum and research endeavors belonged to the faculty. Finances, facilities, alumni, state politics, and fund raising were in the game preserve of the board and the administration. Social activities and athletics were appropriate areas for aspiring campus politicos to "earn their stripes".

The flywheel of governance worked reasonably well when there was perceived to be an equitable balance among the contending forces. Thus, in theory the shared authority model included trustees, faculty, administration, and perhaps students who collectively were the instruments for a full and hopefully successfully orchestrated overture of governance. But in recent years, there has been discord and disharmony.

If indeed shared authority did work-- and this in itself is a dispute -- recent events have given way to a new philosophy, a new language, and a new game plan. The name of this new game is power. Although the use of power is not new in itself, what is different is-- as my old colleague Ray Howe, would say--"an overt rather than a covert use of power by faculty members in their dealing with the board and administration."

In the language of the trade, there are now present adversary relationships--or to put it another way, one might say the age of innocence has passed in board-faculty-administrative relationships.

Faculty unionization--whether it is packaged under the name of education association, federation of teachers, AAUP, or a home-grown product --is patterned for negotiation around the industrial model of procedures, processes, and guidelines. Lawmakers passed acts for public employees modeled from early private sector-oriented agreements. Lawyers and judges (who are of course lawyers) along with experienced arbitrators and mediators have grafted custom, procedures, and administrative law--hammered out of the experience of industry and organized labor to the public sector. Language in many contracts is not unlike that found in union contracts in the private sector. We do what we are most familiar with--and this is particularly true in law.

The word most commonly used to describe the process of faculty-board relationship under collective bargaining is that of "adversaries". Defined the word means a person who opposes or fights against.

J.C. Livingston said, "We seem destined .. to move increasingly toward relations of an adversary type, characterized by confrontation and bargaining backed by force, by threat and intimidation."

One student of politics considers collective bargaining as a civilized alternative to a disorganized or random resolution of conflict. Adversaries need not be enemies--such is the case among athletes, salesmen, and lawyers. But formal employee organization by the faculty and an adversary relationship with the governing board have a very direct implication to the politics of the relationship among all of the constituents under the older shared-authority system.

The shared-authority system operates through a series of accommodations, loosely defined arrangements, and a sense of compromise in a less structured framework. Formal bargaining differences surface among contending groups for power in the college. Where the politics under the shared-authority system stress common cause, the adversary relationship thrives on differences among groups maintaining or contending for power.

To be successful in bargaining, a faculty leadership must politically de-personalize "us" from "them". The group must believe and feel that in order to accomplish certain ends, they must exert pressure on administration and board. Remember the name of the play is "collective bargaining", and one of the themes is the adversary relationship.

Excerpt from "Some Reflections of a President".. Community and Junior College Journal, Dec.-Jan. 74...

"If in the process, not much gain is being accomplished, the union leadership is faced with the problem of psychologically preparing the rank and file for the advent of the possibility of a strike. During this period much half-advocacy is employed and the rank and file may or may not be kept informed on the progress of negotiations. It is up to the leadership to convince the members of the union that management is being extremely unreasonable, punitive, and perhaps even vindictive. This is all part of the ball game. On the other hand, the management team must use every=thing in its power to bring pressure to bear in order to get a settlement. It must be prepared to take a strike and it must telegraph this to the union negotiating team."

The mistake before you have read all of the scenes would be to think it is is only money that is at stake--involved is the question of governance itself, the next step is to identify the actors and set the action in motion through the vehicle of "politics - who gets what, when and where?"

Faculty, trustees, administrators and students are the main characters. Community economic interest groups, minority groups, and state agencies from time to time are involved in the politics of negotiations, but we will do well to concentrate on the major constituencies that make up the college.

Faculty is a convenient collective noun; but in political practice, the so-called faculty are loose coalitions of individuals, sometimes arbitrarily organized around departments and divisions based on academic discipline. In community colleges the portfolio of academic discipline is less important than in the university.

There are however, individual experience differences, sex differences, degree differences that tend to foster a sense of individuality and loosen the faculty coalition. Many faculty members are not by inclination, interest, or ability, able and willing to play the game of politics. Thus, even the most sincere and dedicated of faculty union leadership must use the tactic of group dynamics, group loyalty and emphasize the adversary relationship to the greatest advantage. Faculty members are not unlike many other professionals--they distrust those in the organization who by role enforce rules and regulations, or are a potential threat.

There are a number of generalizations that may help to explain why faculty turn to collectivized action. Such reasons are: 1) unjust and insensitive board and administrators; 2) misinterpretation by faculty of what they think their situation is in the institution; 3) an identity crisis among faculty members. The attitude that individually they cannot affect change nor does society recognize what may be their worth--this feeling may be more prevalent in a community college where outsiders seldom recognize abilities of faculty other than by the generic term, "teachers". A corollary to this thesis is the attitude of faculty that they are either at the bottom of the academic pecking order or at the top of a not-very presitigious outgrowth of the secondary system; 4) genuine belief that the future of higher education rests best in the hands of organized faculty; and 5) plain boredom with teaching "X" course 101--seventy-five times.

Bargaining is an outlet for aggressive behaviour. The old cliche with some modification fits-its isn't whether you win or lose, it is playing the game that is important. Thus, given this set of variables to arrange, one must assume that to win at the table requires strong commitments and a willingness to sacrifice among rank and file.

Social psychologists contend that emotional investment by groups is best accomplished by simplifying issues, capitalizing on group fears or suspicions, or less graciously group paranoia. Attendant with any serious labor dispute in the public sector is a rather predictable strategy. "Board and administration are totally unreasonable and wish to deny legitimate rights and benefits to employees" is a basic theme.

Bold pronouncements of solidarity behind "bargainees" is also essential. Thus, an enterprise that makes a fetish of individual differences, particularly in vulgarized discussion of quality and qualification of professionals reduces all complexities at the table to collective goods and evils.

The maintenance of power by a faculty union depends not on peace, tranquility and perpetuation of the existing, but rather the leadership must "deliver up" or be delivered up. The usual unsophisticated faculty member is deeply offended with employer enforcement of provisions of the first contract The board and administration live an even more precarious existence when there are jurisdictional disputes among faculty groups. The have-nots with the faculty are locked in an often more deadly struggle with the employee group in power than the board-administration.

However, the politically "out" group must convince the voter that if he were elected, alleged practices of the board-administration, real or otherwise, would be altered. This I might add, is an implementation of the democratic ethic out of the hide of board-administration.

The contract is clear, and if you operate under a public employee's act, your communication is jurisdictional struggles with the rank and file is severely limited-- if not restricted. The style of faculty leadership is dependent on employees. Under many contracts the Board's voice to the faculty on many key issues must go through the hopefully skilled hands of this faculty leadership.

When the union leadership miscalculates in judgment, it is not only harmful to board/administration--the effects are felt among faculty rank and file.

The following comments were written by faculty members on a reaction to a strike at their local community college. It is a unionized faculty with a history of labor difficulties. Did we employ the proper tactics with the administration-board team?

Did the "politics of confrontation" or "brinkmanship" make the desirable resolution of our mutual differences impossible? Did our power position actually justify our antagonistic, even obnoxious posture? Could we have achieved more satisfactory results with a more positive, a more co-operative posture? Did our posture ensure the defeat of the strike? Did our performance create personality confrontations which could not have resulted in the positive resolution of our differences? Could "their" behaviour define or justify ours? And remember, all members of the federation are as responsible as federation officers for this policy; because we tolerated --even discouraged it when we did not stop it. Was our behaviour toward colleagues who crossed the line consistent with the philosophy which defines a college campus as a place of refuge for dissidents, for those who champion causes which are unpopular with the majority?

The right of the individual faculty member to maintain his independence must be respected on a college campus. To attempt to induce conformity -- as necessary as this might be for a union, especially during a strike--is to deny the significance and the importance of the right to free inquiry. The right to disagree with a majority, to promote unpopular points of view, must not only be protected by any faculty, it must be enthusiastically promoted in order to ensure an institution's basic philosophical commitment to truth; a college faculty must be able to afford the "luxury" of dissent, or it bankrupts itself philosophically and morally, and it denies its basic reason for existence. What other institution in our society can promote toleration better than institutions of higher learning?

CONCLUDING COMMENT

All too often any criticism of our official faculty positions has been interpreted by some as evidence of disloyalty, evidence of collaboration with the "enemy". Could it be that this attitude of intolerance has made us our own worst "enemy" "

It must be apparent to everyone by now that any position because of our purity (we do have truth, justice, and God on our side, don't we?) is nonsense. We can -- we did-- make mistakes when we went on strike.

The evolutionary stage from confident militancy to the greening of the faculty as expressed in this quote is painful--painful because no one is clear as to how to pick up the pieces.

Another example of how the internal politics of the faculty has a spin-off effect on board and administration can best be illustrated by examining the operation of the single salary schedule. A single salary schedule as you might understand is a published schedule that recognizes, for pay purposes, years of service and number of degrees or college credit hours. There is for faculty, vertical and horizontal movement up through a number of years and through so many academic degrees. This is a schedule more appropriate to the public school system when teachers were underpaid and sincere boards wished to find a way to compensate them without severe public criticism.

Also because many teachers did not have adequate academic credentials, monetary incentives were built into the schedule. Community college trustees and faculty members of these new institutions often had a common background of the common school and therefore adopted these single salary schedules.

Another more subtle reason for the adoption of the single salary schedule was what might be termed the unspoken political understanding among board, faculty member, and administrator. Simply stated, the board did not want to raise nor did it feel comfortable to demand--particularly in the past decade of teacher shortage--the definition of managerial goals and techniques of evaluation of faculty. The single salary schedule appears objective, predictable, and even equitable to all parties.

It was easier to quietly grumble over tenure, nine month years, and automatic increments. But little was or is, in most institutions, sincerely said about performance related to wage. Many faculty members, and particularly organized labor, find any technique that reintroduces individuality or an entrepreneur principle into the faculty--as a threat to solidarity.

Faculty cohesion is best achieved when each member of the staff is paid on a mechanical and predictable basis. There is no competition among faculty members for promotion. Usually the ugly aspects of Machiavellian University politics is raised as the grim spector when there is a serious suggestion for individual negotiation for salary or promotion. Most faculty members feel inadequate to the task of convincing law trustees that poetry, philosophy or medieval history is worth much in good practical world sense. Again, there are truths in this faculty assumption and fear.

Administrators do not protest the lock-step salary schedule. It minimizes administrative responsibility to tackle the task of management evaluation and standards. By this time, a few trustees are convinced that their particular suspicions of the academic community are being confirmed -- at least in this presentation.

I might add, that the literature is clear that the private sector has enormous difficulty in sorting out evaluative techniques to properly compensate employees selling services. How does a private corporation know it has the best value in its public relations, law staff, public accountants, or other staff people? Frankly, gracious entertaining would not be a life-style in our system, if everything were based on clearly identified ability and quality of services. How many individuals complain of fees charged by lawyers, dentists, physicians, and other professionals.

But the task today is not the administration or philosophy of salary schedules, it is politics in the public sector.. and how single salary schedules illustrate the taxonomy of these politics. Thus far, the speaker has proposed that faculty members, boards of trustees, and administrators are involved in perpetuating a method of compensation for reasons that one might suspect is not the most equitable or reasonable. But there is still more to the operation of this salary system that illustrates some of the politics of faculty and others.

The single salary schedule operates reasonably well-- meaning that there is no opposition to it when the faculty are all fairly low on the schedules and there is maximum room for vertical and horizontal movement. Add the seond ingredient -- the ability of the board of trustees to supply ample oil (meaning dollars) for the crankcase of this sytem to allow the gears of faculty moving down the salary column of experience and across the schedule of additional approved graduate college credits.

But inflation, shortage of dollars, and just the built-in defining of the single salary schedule have created an interesting armageddon for board and faculty. Faculty members are in many institutions divided into two factions-- the old-timers who are "topped out" on the schedule and those faculty still climbing up the steps on the schedule.

Now the politics! Visualize the tug of war with the number of faculty at the top of the schedule at one end of the rope, and faculty members still able to advance on the schedule at the other end. Of course, the contest can be ended if the board provides enough money for each contending side. Remember, however, that dollars are getting in short supply--did I have to remind you of such a phenomenon?

Faculty at the top favor percentage increases on their larger base salaries. (I might add, C.O.L. adjustments which are staggering over a period of years along with salary raises usually is acceptable to faculty). Those faculty members near the bottom favor adjustment on the base salaries because percentages on their smaller base places them relatively behind people with larger salaries. Faculty members somewhat up the scale prefer generous adjustment in the increment and if it is cumulative in effect, all the better.

Social psychologists theorize that it is often not what a person makes in salary but what is made in relation to someone else's salary that is important. Thus, faculty negotiating groups attempt to submit proposals that raise base, increments, add steps, C.O.L. and longevity increases--all based on the internal political facts of how many soldiers are at the bottom, middle, and top and who is or isn't in a position to raise the most hell.

Could they do otherwise? In most situations, these faculty proposals are probably more pragmatic and related to faculty sensitivities than the institutional philosophy determined by the board and administration governing the allocation of salaries. Omitted from any of this discussion are the individual personalities that come into play. Little doubt that the style sophistication, leadership ability, or lack of, prejudices...all affect the politics of negotiations.

Although great emphasis has been placed on economics and politics, it is safe to say that of greater interest to faculty members is control over their own affairs and that of the institution. As one old union war-horse said years ago, "power belongs to the faculty."

Let us spend a few minutes on what I would term, the "gut issue" --that of the politics of governance and its relationship to negotiations. There still exists a "cultural lag" of attitudes toward how institutions are governed.

Colleges caught up in formal collective bargaining as previously explained, conform to the mores and customs of an employee-employer relationship

The more classical definition of a faculty member is that of a professional appointee.

The AAUP says, "the first step to successful institutional government is recognition of the individual faculty member as an officer of his institution--that is, as a professional appointee rather than as a hire employee". (AAUP faculty perogatives, a prospective for community and junior colleges.)

Dr. Campbell confirms a point of view that I have vocally spoken out on, regarding the naivete of the commission of institutions of higher education of the north central association of colleges and secondary schools when they discuss "relationships within the institutions" in their Annual Report 1971.

"However, the college or university differs from most other types of organizations in the place of its faculty personnel in the structure of the institutions. The faculty personnel of an institution of higher education are not regarded as employees occupying designated positions in a hierarchy. Rather, the faculty member operates to a significant degree as an independent entrepreneur engaging in decision-making outside of the hierarchical structure."

Faculty members in institutions with a formal agreement often represent a type of political schizophrenic in representing themselves to the board and administration. In a number of matters determined as negotiable, faculty members assume the posture of employees and employ all of the tactics appropriate to the advisory relationship. While in other circumstances, faculty members may wish to be considered professional officers of the institution.

For the board and administration, it becomes difficult tc sort out those matters appropriate for bargaining and those areas academic. I wish to quickly add that in some situations, this best of both worlds approach is deliberate and a clever tactic.

But for many of us, the style and parameters of collective bargaining in the public sector is still too new and somewhat experimental. But if you and your institutions are part of the growing up experience, it may be difficult to take such a detached position.

Well, we have talked of faculty. Now, at the speaker's peril, let's examine the trustee. What set of political circumstances does the community college trustee represent? First of all, a trustee is a political animal from the core of his soul. He is politically elected -- in our state non-partisan, although I would guess some trustees have a quiet partisan political support. For many trustees, getting re-elected is an important priority. If they can hold their coalition together and are willing, faculty can effect if not elect their own trustees to the board.

It is not uncommon for trustees to talk a touch management line but when correct pressure is exerted, to capitulate. There are rumors and even names mentioned of trustees elected as fellow travelers for faculty organizations. I clearly understand why faculty, particularly where the voter turnout is light, get their own policy-makers elected--I personally was a part of that process many years back in my faculty days.

Some trustees enjoy the popularity and attention given them by employees. If I dare, for some trustees this is more recognition and prestige than they may receive in their life-work or personal lives. Clever faculty study board member vanity and cultivate informal liaisons for pragmatic political reasons. Remember, faculty members are intelligent and not oblivious to the rewards of political seduction.

For some trustees, they are politically ambivilant about their administration. They see administrators close up and recognize their real or alleged shortcomings. The administrators are few in number and probably politically impotent. Also, trustees are never quite sure if they can or should trust the administration.

Add to this, the feeling that administration exercises a theoretically inordinate amount of power and you have the basis for a strange detente or unspoken alliance between faculty and board members. This detente, based on hopefully, but not always, incorrect assumptions about administration, is a precarious one that accounts for some of the inconsistency of tactics among trustees when one is involved in hard jaw-boning negotiations.

Further, the administration of policies and rules and regulations is the task of the adminstrator--it has and can limit the political style of the trustee who in some situations wishes to simply do a harmless favor for a constituent, like get them in or out of a program or to make sure that patriotic or religious groups are not offended by ideas taught in the school.

At a meeting of trustees several weeks ago, and attorney explained that he could not understand why trustees were so willing to "go to the wall" on the issue of personal leave days, and on more basic issues, capitulate to employee groups. Certainly, part of the answer is ignorance of the issues, but what the lawyer--knowledgeable in collective bargaining--failed to recognize is that politically the trusteee has to answer to people in a community who see an employee shopping or on vacation when they are supposed to be on personal leave. This is why trustees will argue over a few administrators salaries and bargain very large amounts of money under the de-personalized salary schedule.

Trustees of a community college have a particularly difficult task--they are locally elected, often from politically heterogeneous districts, and held accountable for an institution that increasingly is falling under state control for the big decisions.

For many trustees, their experience has been the common schools, and the shifting of gears to the mores and convention expected of them in higher education is a difficult task, at best.

Collective bargaining seems to bring forth a trusteee or two who see this arena as one to display self-inflicting expertise. The person who has had experiences, or a lack of them, and feels compelled to interject them into this negotiating process is probably the most mischievous of all persons.

The argument runs from such people that they have been in the real world, know how to make a dollar, and can apply some good common business sense to the situation. Experienced negotiators welcome such an arrogant adversary.

Some of the worst contracts have been the result of such un-trustee-like meddlings. But who tells such a trustee that he is overslipping his bounds?

The last example of politics and the board is the trustee who by personality structure is a self-appointed representative of employee interests on the board. We have other trustees who are Guru-s for students and an assortment of community interests. This trustee wants and gets faculty praise Add to this, trustees who just cannot get along and you have the ingredients of a bad contract.

Some of you are eagerly waiting for the politics of administration, and a few--I would suspect--of presidents. The dilemma for the administration and particularly, the president is to step adroitly among board, faculty, subordinate administrators, and student interests in a way that politically conveys harmony and some level of good management.

One of the axioms of real politics is that power dissipates when exercised. Authority is best exercised when power stands as a veiled alternative in the background. In the case of a college or university president's management, authority exists with virtually non-existent power.

The right to hire, fire and control quality of instruction rests with the faculty who do not bear direct responsibility for their decisions. In many institutions, top executive administrators hold faculty rank. The President, if dissatisfied with their "Deaning", can ship them back to the faculty where Mr. "Ex-Dean" becomes an antagonistic faculty member.

There are situations where ex-faculty and ex-secretaries have run for boards to get back at the president. So, in an attempt to keep harmony it is sometimes the tactic of presidents to insulate all of the constituencies of the college from one another.

The official line of the president is one of reassuring the board that all is well. To accomplish this balance of power, it is not uncommon for presidents to "care and feed" trustees so that the innkeeper role gets confused with judgment of effective leadership. Also, some presidents in the grand old day of new community college were--figuratively speaking - "90 day wonders" from education schools or upgraded common school administrators, who when they saw the growth in community colleges, became rapid converts to these new colleges. This is not to imply that graduates of professional schools or common school administrators can't make good presidents. All too often neither board or president understood the subtleties of the community college.

Curtis S. Murton recently sent me an unpublished paper that attempted to sort out faculty, chairmen of the board of trustees, and presidents. Perceptions and expectations of each group were analyzed.

(Excerpt)

"Board Chairmen and faculty leaders agreed on the expectations for the president's role in collective bargaining in little more than one-third of the instances: while returns received from all three principal subjects in a given college indicated that the president incorrectly perceived the presence or absence of a conflict between board chairman and faculty leader expectation in over three-fifths of the instances."

If there is any accuracy to this study, it would appear that presidents are somehow isolated out of the political realities among the contestants in collective bargaining. It is not surprising that presidential responses on the advent of collective bargaining are often far from having a firm hand on the wheel.

Our discussion would not be complete without reference to students. On several campuses today, a new group of professional student government people have been born. They are the product of the chemistry of handsome tudent government budgets, the eighteen year old vote, and lots of political attention paid to them by the professional politicians. Most students, as most citizens, care little of or for politics.

This small minority have an interest in the game of campus power. For several of them, they see life in rather cynical political terms. It goes like this: student government experience at the community college and off to the bigger political arena at "State U"...then law school or an appointment in state government.

A master contract that divides rule among board, administration and faculty denies.. from the activist student's point of view--all of these hard-won victories.

President James Colbert, AFT president of the Boston college faculty, writing in the Chronical of Higher Education, said "ten years ago some faculty members were using student activists as foot soldiers. Now "management" is using them as auxiliary troops". Mr. Colbert doesn't disappoint me by saying some faculty, but such discrimination doesn't apply to the other side-- it isn't some management, it is management.

But the facetiousness apart, the activist student see a stake in bargaining and will play the political game. The faculty and board-administration will, if the political situation dictates, use the student as an ally.

There may be a feeling of discouragement on the part of several trustees, after steering through what might appear to be the speaker's interpretation of bysentine court politics, rather than what is occuring in his or her community college.

But politics is human. It is a process. How it operates depends on each of us.

But where power and humans exist, there comes into play the political process. If you refuse to acknowledge it, you are unrealistic. If you indulge in it and deny it, you are something less. But to understand it and to demand and maintain high ethical standards is worthy of your office.

I conclude with a statement from national educational official...

"... when we finish unifying and get organization in higher education, we will have two million members, and power is in political action ... we have twice as much money in our product as the AFL-CIO, $ 27.8 million as opposed to $15 million; we have more staff; more everything." (Human Events January 5, 1974)

Political rhetoric aside--the recent mergers of the national education association with other unions and the current discussions between the American Federation of Teachers and the NEA add up to a formidable amount of political power.

There is a reluctance for most people to join in on the game of politics. Perhaps you would agree with Hilaire Belloc's cynical little poem about politicians:

EPITATH ON THE POLITICIAN HIMSELF

Here richly with ridiculous display
the politician's corpse was laid away,
While all of his acquaintance sneered and
slanged,
I wept; for I had longed to see him hanged.

I conclude by hoping that if they have the hanging, the epitath for the victim is not that he was the only one who stuck his neck out.

MATHETICS - MATURITY - ADULT LEARNING

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I. A. Introduction

This Seminar is about the process of human learning throughout the life-span, about change and growing older and what happens to the individual during his life-time, about maturation and the concept of maturity, about Mathetics or the sciences of the behavior of a person learning.

1. Lifelong learning or education permanente. We accept the notion of lifelong learning as basic. This paper is concerned primarily with that part of the life-span that is usually considered under the term adult - defined for our purposes to include all of those years after the government ceases to compel attendance of the individual at school - or approximately the age of 15-16. In selecting the adult years for attention we are not failing to consider the importance of earlier years and reference will often be made to the entire life-span.

2. Maturation, maturity. There is an identifiable process of maturation or change. Is there also a concept of maturity? This question will be considered in the seminar.

3. Mathetics not andragogy. Some adult educationists have found it useful or necessary to emphasize the differences between the learning of children and the learning of older people. They have developed a field of study called Andragogy "teaching adults" to be distinguished from pedagogy, which, they assert, has only to do with teaching children or youth. We do not oppose this procedure, but for ourselves we tend to emphasize the

continuities rather than age-based differences. We make a different distinction between pedagogy which is the science of behaviour of a person teaching and mathetics which has to do with the sciences of behaviour of a person learning. We say sciences because included in Mathetics are many fields - psychology of course, and philosophy sociology, anthropology, history, economics, but also biology, chemistry, physiology, physics - any science that offers understanding about human learning. Mathetics tries to answer How, why, when and what adults learn, or it will as it develops: it is a concept and an approach that requires considerable development.

In this seminar we will consider factors affecting human learning derived from many sources, review some of the field which are sources of new learning about learning, indicate where there is general agreement and where additional work must be done. The implications for adult education will be identified and examined at several points.

To reduce the volume of reading, we select two primary references

Knowles: The Adult Learner: A Neglected Species. 1973.

Kidd: How Adults Learn. 1973 Edition.

An extended bibliography is included.

B. Notes on the Learning Process and what a teacher administrator needs to know about learning.

A. The Learning Transaction

1. Learning can be equated with change, growth, development.

2. Learning is:

- acquisition of facts and information
- development or improvement of a skill or process
- alteration in the patter of interests and attitudes
- shift in habit

There is a rough correspondence between these aspects of learning and the labels cognitive, learning, psychomotor learning, and emotional learning.

3. The learning transaction usually has five elements which are in some form of interaction.

   - the learner
   - the teacher
   - the other learners or group (usually)
   - the setting or situation
   - the subject matter

   However, it should not be considered that all learning, or even most of it, goes on inside a class. Please note the prevalence and importance of what Allen Tough calls self-initiated or self-directed learning - and consider the significance of what has been said about individualized learning. Note as well that self-initiated learning is not always individualized - a learner can and often chooses to enroll in a class or group situation during part of his self-initiated learning process.

B. The Learner

1. The learner brings to the transaction

   - his interest in the subject matter
   - his personal goals respecting the subject matter
   - his past experience - anxieties or satisfactions
   - his attitudes and values

2. Selection of the learners

   - advantages of homogeneous groupings
   - advantages of heterogeneous groupings
   - advantages of self-selection by learners

3. Preparation of the learner

   - respecting subject matter
   - motivation
   - reducing tensions and anxieties

4. Capacities of the learner

   - physical and sensory - changes throughout life span
   - intellectual - changes throughout life span
   - emotional - changes throughout life span
   - effect of experience on capacity
   - effect of confidence on capacity

5. The learner as a self-teacher

   - how the learner can become more independent
   - methods facilitating independence
   - materials facilitating independence

6. Evaluation of progress

    - preparation for evaluation - selection of objectives
    - assessment by learner of his own progress
    - assessment by the teacher
    - stages of assessment
    - techniques

C. The Teacher or Instructor

1. Roles of the teacher or instructor

    - goal setting
    - information giving
    - encouraging and motivating
    - counselling
    - questioning, assessing

2. Motivation and expectations of the teacher

3. Understanding by the teacher of the learning process and appropriate methods and techniques.

4. Understanding by the teacher of the learner, his capacities and difficulties

5. Preparation of the teacher for teaching adults

6. Evaluation of the teacher

    - by himself
    - by students
    - by administrator

D. Subject Matter and Curricula

Source of objectives for the curriculum

- needs of the person
- opportunities and demands of society
- the main fields of knowledge

Plan for developing sound curriculum

E. Facilities and Environment

Physical environment

space, beauty, "restfulness," absence of distraction, comfort

Emotional climate and environment

Facilities - their size and shape

Impact of other learners on the learning process

Forms of organization - group size
- effects achieved in various kinds of groups

F. Presentation of the Subject Matter

1. Where talk is the chief means of presentation

    - small group discussion
    - panel
    - symposium
    - lecture, talk, speech, address
    - other

2. Where a variety of means are employed

    - conference
    - convention
    - workshop, clinic, seminar
    - committee
    - other

3. Where "actuality" or "reality" is employed

    - actual model or "mock-up"
    - demonstration - field trip
    - simulated reality - role playing or group exercise
    - simulated reality - film or theatre
    - other

4. Individual presentation

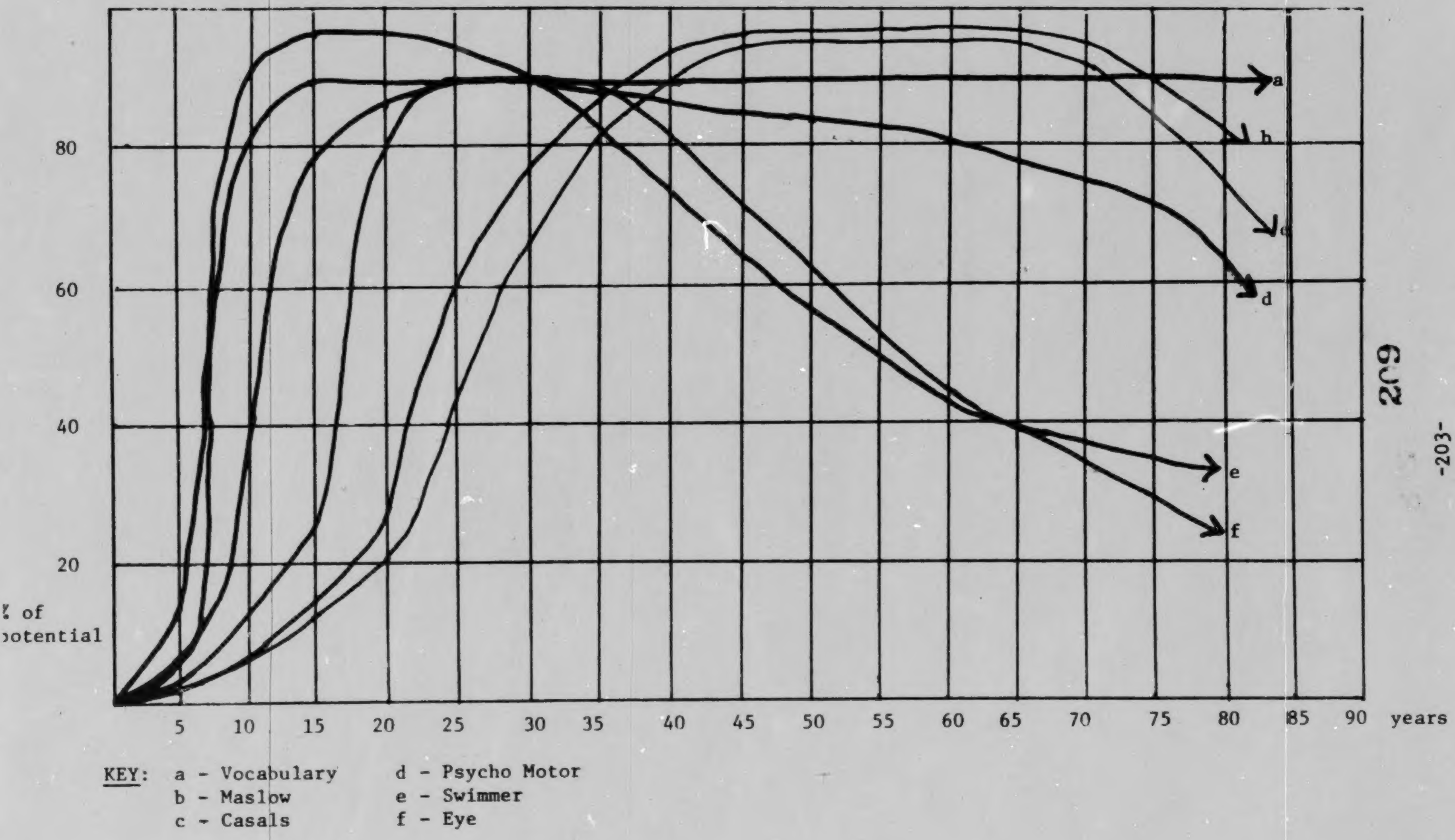
    - correspondence study
    - programmed learning
    - counselling
    - reader's advisory services
    - discovery

C. Some areas of agreement about adult learning

Unfortunately there has not yet been developed an acceptable, or coherent theory about adult learning although such a theory may now be possible. See Flaherty in How Adults Learn, pp. 188-191.

In fact, there is already considerable agreement, at least at the level of practice. Much of the common ground was summarized by Kidd in a paper in 1968 and for convenience the paper is appended.

Estimated Performance in Terms of Potential at Different Ages



However, many matters are still in dispute or considerable uncertainty persists. One such area is that of the age in which optimum performance may be obtained or the latest age in which human capacities can be counted on. Before the publication of Thorndike's book *Adult Learning* it was loosely and generally assumed by most writers and educational administrators that the optimum time for all learning - psychomotor, cognitive and affective - was about 17-20 years of age, followed by inevitable and inexorable decline. Following Thorndike, it was accepted by some, not all, that the date beyond which there was inevitable decline was about 45 years. When *How Adults Learn* was published, in 1958, the author's assessment of research data was considered by some to be unrealistic and over-optimistic. However, most data that has accumulated since supports an even more optimistic view.

I. *There is some relationship between age and performance in learning.*

   a. In general, respecting psychomotor functioning there is no significant decline that affects learning until about age 75, unless there has been serious decline in health or there has been impairment due to accidents or disease.

   b. In general, respecting intellectual performance there is no significant decline until about age 75, unless there has been a serious decline in health, or there has been accident or disease or lack of use of intellectual capacities.

   c. In general, there is no significant decline in *affective* learning until about age 75 and the most significant years are of adulthood because of the significant "experience" respecting

   d. Such decline as there is (for example in hearing and eyesight) can largely be compensated for by planning the environment. However, there are *differential* factors that are as important or more important than general tendencies - differences between individuals, differing rates of growth and decline related to specific functions.

II. *For much learning the optimum period may be between 35-55.*

Where experience is an important factor, the optimum time may be as late as 75 plus.

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Where swift reaction time (handling a jet airplane OS skiing at 70 miles an hour) or suppleness and power (swimming), the optimum time may be in the late "teens or early Twenties." (Note many swimming champions at age 14-17).

III. Age is not the most important factor respecting performance in learning.

Of equal or greater importance are such factors as:

Health
Nutrition
Motivation
Social-economic status
Study skills
What is actually to be learned.

IV. There are no reasons arising from aging to prevent any institution from assuming their full responsibilities, for providing for the education of all adults who are in reasonable health.

Some other generalizations:

The last years of life can be the greatest for learning and for living although they are often not, for "social" reasons not individual limitations.

Human capacity cannot be comprehended by any simple formula like an intelligence test.

The skills of learning can be learned and people can become very capable of learning.

It is probable that there are states of "excellence" that may be called maturity or "self-actualization" and that these states are available to most of us, not just to the gifted few.

People can transcend and grow beyond their limitations, their fears, their experience.

D. Some of the fields from which insights and understandings for adult learning are being derived.

a) The new instinct theories

Lorenz and others - "aggression","space imperatives" etc.

However, there seems no reason to conclude, on the basis of research so far, that a person inherits much more than a set of capacities and tendencies which are substantially modifiable. In other words, what the human being can and will learn is of equal as greater significance than with what he is endowed.

Despite the fury of speculation and controversy, the claims that learning capacity is in any way linked with "radical" inheritance does not seem to be established in any way.

b) Implications for adult learning from chemistry, biology, nutrition. Process of oxidation, rates of metabloism etc.. have important consequences for learning.

c) Bio-feedback, control over autonomic system etc. Possible uses of bio-feedback data, yogi practices etc. for control of body and for learning.

d) Brain research.

e) Research in communications.

f) Research and practice in small-group use.

g) Research on motivation and other subjects from management training. Theories of Herschberg, Mclelland and others

h) Application of some of the therapies and theorists:

Rogers, Maslow, Perls and the Gestalt Therapists,
Transactional Analysis, hypnotherapy, etc.

i) Other

F. Styles of Learning

It seems probable that work should be carried out respecting "styles" of learning.

What are they?

Effective for what specific purposes?

Do some suit a particular personality more than others?

Do some suit one's experience more than others?

Can "styles" of learning be learned, improved?

Some work has been done on teaching styles which may turn out to be congruent with learning styles:

Examples: permissivness--------------------control

relaxation-----------------------energy

aggressiveness------------------protectiveness

generality-----------------------specificity

encourage participation----------emphasis on student direction

warmth--------------------------objectivity

It may also be possible to consider "learning" styles in relation to kinds of stimuli to learning.

Examples: Learner reacting to material - usually in printed form, as in a library

Learner a participant in a controlled programmed experience such as programmed learning.

Learner reacting to congeries of experience - as a new member in a political party or a participant in community action

Learner interacting with another person - as a tutor or a colleague sharing-mutual criticism, testing ideas, comparing

Learner interacting in a class

Learner interacting in a small face-to-face group

G. Some skills of learning

It is surprising how little work has actually been done on specific or related skills of learning.

How are these related to learning "styles"?

How are they developed, maintained in good condition?

Some examples:

- to listen - "creative listening" of such languages as speech, mathematics, symbols, "body language"?
- to communicate
    - speak
    - write
    - other languages
    - "body language"
    - mathematics
    - music
    - rythyms as in drum communication
- to question, to criticize, to enquire, to analyze, to test
- to relate, to connect, to generalize, to synthesize
- to generate hypotheses, to entertain new possibilities
- to make applications to specific problems or activities
- other?

H. Many unresolved problems, (some of which have already been presented).

Examples

a) What is really meant by "motivation?"

b) How does anyone learn to utilize in full his capacities and resources despite the inhibitions and impediments of fear, anger, stress, loss of confidence?

c) What about the many "undereducated" who are not profiting
  - from learning
  - access
  - stimulus
  - confidence and trust
  - materials accessible
  - their expectations, apprehensions, habits, negative reinforcement.

d) How to relate and integrate the three domains of learning (psychomotor, cognitive and affective) three concepts utilized for analysis but all found in the same person.

e) Ethical problems
  - i) how to use information that give power to the teacher
  - ii) when and where to use information or skills that are not fully tested - or refuse to use them.
  - iii) what to do about invasion of privacy, claims of some self-appointed educational "gurus", etc.

H. The responsibility of the teacher

A teacher has many responsibilities but paramount is the responsibility to be a continuing learner.

- What a learner needs is a model of a learner, not so much a model of a teacher.
- If you are a learner -

  you have greater understanding of the problems and the possibilities of other learners.

  can become more confident of your own capacity.

  can begin to appreciate stress and limits as well as potentialities and adventures of others

  may be able to assess more realistically.

- Much of the art of teaching is arranging the environment and process so that opportunities for learning are maximized.

Note Overstreet and Coady.

MOTIVATIONAL PROBLEMS IN SELF-PACED LEARNING

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SUMMARY

This paper presents the results of an experiment in testing performance objectives on a scheduled test basis versus an unscheduled self-paced basis.

Results show that better grades were obtained in the scheduled test program than in the self-paced test program, that fewer failed or dropped out, and that the course was completed in less time.

The author concludes that most students benefited from the discipline of scheduled tests and from the "class momentum", and from the assistance of other students working on the same time schedule.

Finally, the work of evaluating students' performance was greatly simplified and reduced in quantity, since students put forth their best efforts in their first attempt.

SUMMARY OF ACADEMIC EVALUATIONS

Grade		1973 - Self-paced		1974 - Scheduled	
		Number	%	Number	%
A		8	31%	22	48%
B		9	35%	8	17%
C		1	4%	5	11%
D		-	-	1	2%
I/F		8	30%	10	22%
	Total	26	100%	46	100%

INTRODUCTION

In 1971, the author attended a seminar conducted by Don Stewart, and subsequently read his book "Educational Malpractices", and other authors in a similar vein, and as a result became a convert to the principle that:

(a) Students should be able to learn at their own pace, and not as dictated by a class schedule.

(b) That they should be able to learn by whatever means most suits them.

(c) That they should know exactly what they are required to do to "pass"the course.

and (d) That everyone should be required to complete every performance objective to "pass" the course.

As a result, this author immediately wrote performance objectives for each of the ten course taught by him, and made every effort to convert his teaching methods to meet the principles outlined above. This paper summarizes the author's experience in conducting one of his courses along these principles.

Quantitative Methods is a four-credit course, scheduled for four one-hour periods per week for fifteen weeks. It is a basic introduction to Operations Research or Math techniques used in business, and stresses application rather than mathematical content. "Stored" computer programs are used by the student whenever advance Math or statistical calculations are required.

The course is divided to 13 units and 80 performance objectives. The text notes, purchased by the students, were compiled by the author. They match and are identified to the units and the objectives, and are written for self-instruction. However, many students find it advantageous to attend for scheduled classes which follow the notes precisely. Students are encouraged to obtain private help from the instructor at any time, and many do so.

The students are post-secondary students, mostly straight out of high school, in two programs - first year students from the three year Business Administration program and also from the two year Marketing program.

DETAILS OF EXPERIMENT

In 1973, the course was conducted in a relatively unstructured self-paced form. Although instruction classes were conducted on a schedule, students were allowed to complete performance objectives as they chose, and to repeat objectives as often as required to properly complete them. Every objective was tested individually and evaluated as "satisfactory" or "unsatisfactory". Students were given a list of objectives which had to be completed to attain a chosen grade: "B" grade required completion of objectives which guaranteed that the student knew the basic concepts and could perform the basic techniques of the course. An "A" grade required completion of additional higher level objectives which demonstrated an advanced knowledge and ability to apply the techniques. No "C" or "D" grades were intended.

Each student received a time-schedule of the classroom lecture, pertaining to each objective, and he was also encouraged to obtain individual help at any time from the instructor.

An analysis of grade results is given earlier in this report. The following are other results and observations:

About 35 percent of all objectives were failed the first time and were re-tested at least once. Many students attempted objectives without proper study in the hope they might pass.

Only about 20 percent of students had completed all objectives by the beginning of the final week, so that 80 percent had to use the last week to pick-up objectives which they had failed or omitted earlier. About 50 percent of the students had more than 25 percent of the objectives outstanding at the beginning of the final week, and at the end of the semester, 30 percent of those who started had not completed sufficient objectives to pass (even with a D). Those who did not complete within the semester were allowed to carry an I - Incomplete, which could be completed in the following months, or even next semester, but none of those who opted for I, did complete later.

It was this author's opinion that the weak students got depressed and overwhelmed by the large number of uncompleted objectives which tailed behind them towards the end of the semester, and that this caused a lot of them to "give up". Even the good students got tired of the seemingly endless string of objectives.

Furthermore, evaluating performance objectives on a pass/fail basis provided no incentive for students to do more than the bare minimum to pass, and the quality of work of top students became much less than their normal high performance.

From the instructor's point of view, evaluating repeated attempts at performance objectives became very onerous, especially during the last two weeks when so many students were trying to catch up. Furthermore, it was much harder and more time consuming to evaluate the first "weak" attempts at objectives, than the normal "best efforts" of fully prepared students. Finally it became a nightmare keeping track of 80 individual objectives of 26 students, especially when students did not properly identify their answers to the objective numbers. Students also found it difficult to keep track of their own objectives completed even though the instructor's record was posted every two weeks.

Only one student attempted to go faster than the course schedule, and he fell behind after a few weeks. However, it must be appreciated that this course covers a lot of ground rapidly.

The prospect of these problems with an expected 100 percent increase in class size in 1974, prompted the author to adopt a different method.

Accordingly, although the same notes and objectives were used, students were told that their final grade would be the average of the grades achieved in 9 "tests" through the semester. These tests comprised the same performance objectives as in previous years, and students were allowed to complete them when they wanted to. However, objectives which were completed ahead of the test schedule were evaluated and handed back, and could be corrected, or improved for re-submission and grading. On the "scheduled test date", all performance objectives of the given "test" (including those previously evaluated) were stapled together, evaluated and given one overall grade, from A to F. The overall grade for the test was the average of grades (from A to F) on individual performance objectives, established in such a manner that proper completion of basic objectives attained a B grade but an "A" grade required the completion of more complex objectives. This made the overall evaluation "closely equivalent" to that used in previous years, however it was possible to attain a "C" grade, denoting a basic understanding of the concepts but some major errors in technique.

The students were also told that completion of test objectives after the scheduled test date would be penalized by 10 percent, usually amounting to the loss of a grade. However, at the end of the course, students who had borderline term grades, i.e. nearly a B or A, were advised that they could repeat weak performance objectives to gain the higher grade.

Final class results show a higher percentage with A than previously (but the same total percentage in A and B), and a significant reduction in failures, incompletes and drop-outs.

In addition, the course was completed by most students two weeks ahead of previous years. About 70 percent of all students complete all objectives for the course by the end of the 13th week. Another 8 percent completed outstanding objectives, or re-tested objectives to improve their grades. Only 22 percent had not completed sufficient objectives to pass by the end of the semester.

The quality of performance was better than in previous years, and only 2 percent of objectives were failed and subsequently re-tested. It is the author's opinion that the class benefited by its momentum and cohesion, and individual members benefited by help from others on the same study schedule (as dictated by the test schedule). Several students got ahead of the class schedule for brief periods between tests and on the last test, and several students who studied entirely from the notes and attended no classes, completed the course with a strong "A" evaluation.

Several students complained that the course proceeded too quickly, but in each case their class attendance record was less than 50 percent.

CONCLUSION

This report has attempted to highlight some of the problems arising in a self-paced learning system, based on the author's experience in this, and other courses.

It is readily admitted and regretted that the conclusions are based on such a weak statistical base, and it is not intended that the report should be used as a unilateral condemnation of self-paced learning.

It does demonstrate, however, that in this particular course, the average student benefited by a time-schedule for achieving objectives. As one student who has carried an Incomplete course for a year, said to the author, "You don't do a student any good service by letting him procrastinate in completing objectives".

POSTSCRIPT

This paper was intended to be controversial in its attack on the "sacred cows" that; "students should be allowed to proceed at their own pace", and that; "they should be allowed to resit objectives until every objective is properly performed."

From this point of view, the discussion following the presentation was a disappointment, because all those attending agreed with the author's conclusions. However there was considerable discussion as to the means of implementing motivation in students. The major argument was whether students should be motivated by penalty or bonus, or both. There is a significant difference in motivational aims for each method: a penalty for not keeping up with the course schedule motivates the lazy or weaker student to keep up, whereas a bonus for completing ahead of time is aimed at the better motivated and abler students.

Penalties or bonuses are applied in the form of "grades", early completion, participation in desirable activities such as "trips", and "parties", and, in one case, the bonus was in hard cash.

A MODEL FOR A COMMUNITY COLLEGE INTERN PROGRAM

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"If the community junior college is to meet the demands placed on it by society, the most potent and creative staff available will be required." This seminal statement from "People for the People's College," the report issued by the President's National Advisory Council on Education Professions Development, has signaled an increasing interest on the part of four-year institutions in teacher preparation for the community and junior colleges. This new university interest in community college teacher preparation has been strengthened by a tightening job market in which the community college is the only sector of Higher Education evincing constistent growth. If the results of this upsurge of interest are to be worthwhile, two-year institutions need to exert a guiding hand in the design of pre-service training at the graduate level. Community and junior college faculty and administratiors must be particularly concerned with the design of internships, an integral part of any viable training program.

The internship is the most important ingredient in any graduate program designed to prepare teachers for the community college. During the internship the prosprctive teacher has the opportunity to test the theoretical knowledge gained at the

University and to develop his own methods and style under the tutelage of a community college supervisor. A successful internship experience is also the most difficult element of an acadenic program to design and implement. I should like to propose to you a "model" for an internship that would require close professional cooperation between the university and the community/junior college. I should like to begin by defining what I mean by an internship. Then I will suggest a design which fits, I think, the definition I have proposed. Finally, I would like to discuss ways of implementing such a model.

Defining the intern concept

Many senior institutions are engaged in providing students with some kind of practical experience in the classroom. These experiences range all the way form commuting to near-by community college and team teaching a few hours a week to a semester of traditional "practice teaching." This is not interning. The concept of inerning differs markedly from previous attempts at providing a teaching apprenticeship. Fundamental to the internship, as the name inplies, is the experience of total immersion in the community college. The intern leaves the university community and enters the community of the two-year college where he has full responsibility for two classes and for which he receives a small remuneration. In essence, he becomes a part-time instructor in the community college, an approach that differs radically from practice teaching. However, unlike the part-time instructor, the intern's semester in the community college is designed to be a rich educational experience. The intern is assigned to a master teacher who will assume the responsibility, in cooperation with the director of the university program, for planning this experience for the intern. The university also grants graduate credit for the internship.

Designing the internship

The problem in designing such an experience for the student is to insure a rich and full day's activities at the community college. First, the student should have full responsibility for two classes with all the attendant obligations of preparation and evaluation. Also, in connection with these classes, he should have office hours and the experience of counseling students on a one-to-one basis. A second activity for the intern should be the opportunity to engage in tutorial work. Many community college students whom the intern will encounter will have learning handicaps. His university training should have prepared him to cope with some of these problems, and his internship should give him the opportunity to apply the understandings he has developed at the university. More and more community colleges are handling students with deficiencies in self-instructional laboratories. The opportunity to work in such a laboratory and to become familiar with the self-instructional systems approach can be invaluable to the intern.

Third, the intern should audit a community college course in his discipline. If the intern can audit the same course as the one he is teaching, he gains an added perspective by observing how a skilled, mature instructor handles the same material. This provides him not only with the opportunity to observe a skillful teacher over an extended period of time, but also with a perception of what it is to be a community college student sitting in a community college classroom. In addition, the intern should follow a planned schedule of "spot" observations of teachers outside of his discipline. Too often instructors get "locked in" to their own disciplinary concerns and lose sight of the comprehensive nature of the community college. The opportunity to observe a gifted teacher operating successfully in the classroom, regardless of the subject matter, can only heighten the intern's perception of what constitutes good teaching and establish a broad respect for all his colleagues.

Finally, the intern should be involved in committee work appropriate to his status, attend faculty meetings and participate as fully as possible in the cultural life of the community college. One of the essentials of such an internship is to place the student in a community college far enough from the university campus so that he cannot commute on a daily basis. He is far more likely to enter fully into the life of the community college if he has had to take up residence there for one semester.

Implementing the internship

It must be readily apparent that implementing such an internship presents a real challenge. There must be cooperation between the community college and the university if problems of communication and evaluation are to be resolved. Moreover, a financial commitment should be involved. The key figure in this relationship is the community college supervisor. He performs three vital functions. First, he plans the intern's experiences. It is he who makes the arrangements for auditing, for tutoring and for observing, and the intern and the university director must rely on his judgment. Secondly, he serves as the intern's guide and mentor, discussing lesson plans, observing and commenting constructively on the intern's teaching ability and serving as advisor when the intern seeks help with problems that arise in any aspect of his work. Finally, the supervisor evaluates the intern's performance for the university. He must observe the intern teaching frequently enough to be able to pass judgment on his abilities.

Of course, the university is granting graduate credit for the semester of internship. Therefore the university director must be involved in the evaluation process and have some control over the quality of the internship. With several interns placed in various locations, this can become a problem. However, a series of carefully planned conferences and the use of written communication and visitations can insure a continuing dialogue with both the intern and the community college supervisor.

At an initial conference at the beginning of the semester, the director, supervisors and interns should establish together the goals and activities of the internship and set the criteria of evaluation. At a conference with just the interns half way through the semester, the director would have the opportunity to discuss freely with his students any problems arising in the course of the internship. At a third conference with just the supervisors at the close of the semester, the intern's performance could be evaluated. The director's contact with the intern should be supplemented by a weekly journal in which the intern describes his experiences and his observations about these experiences. Also, the director should plan at least one visit to the community college in order to observe the intern for himself. A monthly progress report from the supervisor is helpful to both the supervisor and the director when the time comes to evaluate the intern's performance.

The community college is certainly under no obligation to help the university prepare its students. However, the success of the internship is absolutely dependent on the community college's willingness to provide these kinds of opportunities for the student, and specifically dependent on the supervisor's willingness to assume a large measure of responsibility for the intern's experience. The internship must be attractive to the community college, and there must be adequate remuneration to the supervisor for his efforts. The most feasible plan is to pay the student a small stipend and the supervisor an honorarium based on the college's standard salary for a part-time teacher. The intern will be teaching two classes for the community college. Whatever salary would be paid to a temporary instructor for teaching one class for one semester could be paid to the intern in the form of a stipend, and this would help to defray some of the expenses involved in relocating during the internship. The same sum, the equivalent salary for teaching the second class, could be directed to the supervisor in the form of a paid honorarium or in the form of released time from one class.

This financial arrangement has several advantages. It keeps the handling of funds an internal matter within the community college. This allows the college to remunerate the supervisor either in actual dollars or in released time. It also eliminates any possibility of precedents for the university that is also engaged in teacher training at other levels. Finally and most importantly, it removes the necessity of the university establishing an arbitrary sum which might not reflect union demands in the various community colleges and which would be subject to review and possible cancellation by some budgetary committee each year.

Such an internship as this has much to recommend it. First, it meets the guidelines for graduate study suggested by the Advisory Council of the Education Professions Development in its 1972 report "People for the People's Colleges." Second, it involves no additional expense for the community college. Third, it provides the necessary apparatus for making the internship a truly educational experience. Finally, and above all else, it is a realistic and practical program for preparing teachers for the community college.

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STAFF DEVELOPMENT:
A GESTALT PARADIGM

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Introduction

In 1966, Garrison, working under a grant awarded to the AACJC by the United States Steel Foundation, summarized the issues and problems facing community college faculty. A reoccuring concern of those surveyed was "their keen awareness of the need... to refresh and upgrade themselves professionally." Garrison's analysis of staff development programs revealed that those in existence were "haphazard and 'off-the-cuff'."[1] Are these findings surprising? No, the decade of the 1960's was one of unprecedented expansion for the community college. Pragmatically, the challenge was to provide education for the seemingly endless stream of students. The needs of the college staff were relegated to secondary importance.

With the onset of the 1970's the exponential growth curve plateaued. Institutional priorities shifted. No longer was the challenge to recruit staff for the ever-increasing student population. Now it became paramount to insure the quality of existing personnel. In 1971, the President's Advisory Council for Education Professions Development undertook a survey of the personnel needs of the community college. The project report, Teachers for Tomorrow[2], identified staff development as the challenge to be met during the current decade.

What is staff development? A definition is not easy. During the era of growth, community colleges drew upon a tripartite manpower pool. Staff were recruited from graduate degree programs, secondary school faculties, and business-industrial organizations. Each component brought its own perceptions of the mission of the community college.

Now that development has succeeded growth, the task becomes one of blending diverse perceptions into a unified commitment to institutional goals. Simultaneously, the unique, creative potential of each staff member must be nurtured. Staff development, then, becomes a process of defining and developing commitment to institutional goals while maintaining individual vitality and stimulation.

The foregoing analysis is quite theoretical. Can it be made operational? Hagerstown Junior College, (HJC), Hagerstown, Maryland, has had a staff development program for the past five years. The major components have been evaluated, revised, and integrated into a gestalt paradigm. Each component exists to foster specific objectives designed to implement institutional goals. It is germane to examine each component.

Program Development

Schultz, in his guidelines for effective staff development, highlights several "musts" for effective program development.[3] Initial planning begins with established institutional purposes and commitments. Any other basis creates divisiveness and dysfunction within the college. Focus for the program becomes those changes which the institution wishes to make and the directions which it seeks to take. Any other focus creates the phenomenon of team members pulling in opposite directions. The result is a static environment.

HJC instituted a yearly objective, or goal, setting session for the staff development program. Through a process of revolving participation, a task force of faculty, student development personnel, and administrators is convened to define the objectives for the program. Numerous processes have been used to arrive at these objectives. Certain parameters, however, remain constant. The task force begins with the published mission statement and goals of the college. Each sub-group surveys the perceptions of its constituency. The topic selected emerges from an analysis of the convergent need-dispositions of the college community. Such topics as compensatory education, inter-disciplinary humanities instruction, institutional communication processes, and faculty-staff evaluation have emerged form the process. The objectives emanate from an assessment of where the college is and would like to be vis a vis the topic. Once the focus for the year is determined the task force serves as a steering committee.

Program Components

The philosophical perspective which determines the configuration of each year's program closely parallels the ideas of Zion and Sutton.[4] The components are designed to product the maximum growth and development possible for every member of the college community. The reason is simple; each person's commitment to the college mission develops in direct proportion to the personal benefits accruing from membership and participation. A balance is sought between specific and general involvement to achieve what Schultz identifies as the multiplier effect.[5] All staff participate sufficiently to identify with the topic. Those who are involved in specific activities are encouraged to become dissemination links for the rest of the staff. Regularly scheduled mechanisms exist to facilitate the dissemination function. The components are the essence of HJC's staff development model.

The workshop component involves the entire college staff. Three workshops are scheduled annually. They are usually four days in duration. Temporally, they occur in the early fall, mid year (usually January), and late May. The organizational mode is flexible. Generally, the initial, or fall, workshop begins with a key-note consultant. The individual is selected for his expertise in the year's topic. He addresses the entire staff endeavoring to delimit the parameters of the topic and set the tone for the task ahead. The steering committee is responsible for preparing the key-note consultant. The individual must be made familiar with the idiosyncratic profile of the college. The more aware he is of specific aspects of the institution the more germane his remarks will be.

Depending upon time constraints, the key-note consultant may work with selected task groups during the workshop. The resultant "halo effect" can produce valuable insights and commitment. If it is not feasible, steering committee members perform the function. In effect, the initial workshop of the year seeks to insure that planning has permeated the college and to initiate work on the task objectives.

The mid-year workshop serves a planning and monitoring function. During the workshop, plans for the yearly topical seminar are formulated. Also, a series of staff seminars are conducted to determine progress toward the task objectives. By now, the activities of the steering committee are being supplemented by emergent staff. Those individuals who have achieved specific plateaus within the objectives context present their results. Further, seminar participants monitor progress toward the general goal and recommend revision or redirection if it appears warranted. The entire college community is apprised of progress.

Enthusiasm is rejuvinated. The critical nature of a mid-point activity has been demonstrated in the HJC experience.

The end-of-year workshop is an evaluation session for the staff development program. The stated objectives are measured against accomplishment. The general session is designed so that specific task groups inform the college community of their achievements and recommendations. General discussion of the techniques of accomplishment as well as the outcomes is encouraged. Finally, the future direction of the particular project is discussed by the steering committee and representatives of the task groups. The result is a dimension of closure and direction necessary for institutional self-renewal.

A tangentially related activity also occurs during the end-of-year workshop. The steering committee is selected for the following year. The process of topic selection is initiated. PERT analysis is the assignment of the first meeting. In essence, the process is regenerative. After four complete cycles, the effectiveness and efficiency for college and staff development has been established.

The topical seminar component is a vital part of staff development. At the mid-year workshop, members of the steering committee and selected representatives of the task groups, usually 15 to 18 in number, are selected to participate in a two day seminar. The individuals involved select a date and identify a facilitating consultant. The facilitating consultant is chosen for his human relations skills and knowledge of the topic. The group is sequestered away from the campus. Specific objectives, developed earlier, are pursued. After the activity, detailed reports are prepared for use with the rest of the college community. The results of the seminar are increased knowledge of the topic and awareness of the inter-personal dynamics of the college work group. The concept parallels the ideas of Burke of the Center for Systems Development at the NTL Institute.[6]

The linkage component of the program is an integration of existing college structure with the functional staff development process. At most colleges various mechanisms exist to disseminate information. Hopefully, they are two-way communication channels. At HJC, these mechanisms, faculty senate, instructional division meetings, expanded administrative council, student development staff meetings, and all-college assemblies, are used to reinforce the staff development activity. Time is provided, as needed, to monitor, evaluate, discuss, or question components of the program. The result has been increased communication, understanding, and commitment to staff development.

Program Evaluation

Evaluation is an integral part of any institutional program if accountability is to be achieved. Three modes of evaluation are used with the HJC staff development paradigm. Formative, or process, evaluation has been defined as the appraisal of material or procedures during their development. Its purpose is to provide descriptive and judgmental data regarding the efficacy of task modules. The data, when applied to subsequent module development, permits redesign or redirection of planned activities based on the predetermined objectives.[7] Each stage of the staff development program includes formative evaluation. Resultant feedback to the task groups is necessary to insure uninterrupted progress toward the stated outcomes.

Summative, or content, evaluation is applied at the conclusion of the topic year. The product of the staff development project is scrutinized to ascertain its viability. For example, the compensatory education project resulted in the development of a directed studies program. Assessment revealed that the program was ready for application. Virtually no revision was required to make it operational. On the other hand, the inter-disciplinary humanities program has required considerable work before the ideas germinated into processes for student learning. The important concept underlying summative evaluation is continuity. After a topic is the center of attention for a year, a catalyst is needed to integrate it into the fabric of the college. Summative evaluation is the catalyst.

The third mode is personnel evaluation. O'Banion clearly states:

> ... the college must consider the problem of relating staff development to staff evaluation. At the outset it is probably better to organize the staff development program as a separate entity from the formal, institutional evaluation process. ... Eventually, however, it will be necessary to construct creative ways to link staff evaluation and staff development, for in healthy and open institutions they are one and the same.[8]

The HJC experience validates the foregoing theory. Faculty-staff evaluation was a product of the staff development program. Now the two are inextricably interwoven.

Faculty evaluation has as a central concept a self-analysis, goal-development statement. The other parts of the evaluation are cross-referenced to the goal statement. Since its application, the goal statement has revealed internalization of the staff development topic. Assessment of faculty performance provides another measure of the progress of the staff development project. The synergy emerging from the fortituous blending of process and product reinforces the integration described by O'Banion.

Administrative evaluation is a modified form of management by objectives.[9] Again, the quarterly objective-setting process, especially in the areas of self-development and innovation, reveals the impact of the staff development topic. Both faculty and administration have internalized staff development as the catalyst for planned and managed change at Hagerstown Junior College. The result is an environment capable of coping with the challenges of the 1970's.

Conclusion

Is staff development a viable concept? Does it meet the challenge of the 1970's? Harlacher has written that: "Society is only as great and as good as the individuals who comprise it and the Community Renewal College, therefore, will place highest priority on enriching the lives of all its constituents."[10] The staff of the community college are, most emphatically, its constituents. Through staff development, they are renewed and, in turn, become agents for community renewal. In short, HJC has found staff development an effective and functional means of meeting a changing mission.

What are the caveats? Along with hard work, two are sufficiently significant to merit mention. First, as Bender suggests, staff development costs money. Colleges contemplating a holistic, integrated program must provide funds for implementation.[11] In these days of reduced institutional resources and scarce state and federal support such earmarking is difficult. Yet, without some strategy, an institution risks falling victim to future shock. Staff development is an effective antidote. HJC has found that the benefit outweighs the cost.

The second issue is that of institutional climate. A staff development program requires a priori commitment to an open, participative system. Along with Zion and Sutton[12], HJC would encourage those contemplating implementation to ask themselves the following questions:

1. Do I really want a development program that includes myself?
2. Am I willing to commit myself to a long-range model of development rather than an ad hoc, nonintegrated approach?
3. Am I willing to allocate resources to it?
4. Will I be comfortable with a process that involves every aspect of the institution's functioning?
5. Am I willing to accept that development really means organizational change?

If it is possible honestly to answer yes to these five questions then proceed. Anything less will result in a superficial program producing more problems than progress.

The title of these perceptions, a gestalt paradigm, is more than educational jargon. The concept of wholeness - so integrated as to constitute a functional unit with properties not derivable from its parts in summation - is integral to the staff development concept at HJC. Also, the concept of a multi-component, integrated model is endemic to the theory and practice of staff development. In summary, then, if you are seeking a holistic model to meet the challenge of the 1970's try staff development.

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LIFE-CENTERED EDUCATION

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ACKNOWLEDGEMENTS

This paper on Life-Centered Education has been evolving over a two-year period. Its' evolution is only in the formative stage. Readers are encouraged to make comments, suggest additions or deletions, and to contribute anecdotes that might illustrate a particular point. I am indebted to many people who have already made suggestions. The paper has been presented in various forms at several colleges and conferences in Canada, Florida, New England and the Midwest. Hopefully, the next copy the reader will see will be a revision of this revision - each time more explicit and better illustrated - for this is truly a working paper.

I am particularly indebted to a few colleagues who have influenced my thinking. W. Harold Grant was a real source of inspiration during his years at Michigan State. As a participant in his year-long student development seminar, I was introduced to the work of Jung, Myers-Briggs and Van der Hoop and most of all to the insights of Dr. Grant. Professor Russell Kleis has made many helpful suggestions for resource materials and has influenced my view that adult education is essentially a life-centered endeavor. Dr. Keith Goldhammer's writing on Career Education has been extremely helpful. His emphasis on the significance of life roles reinforced my earlier, (but sometimes forgotten) graduate work in sociology and anthropology. Also his applications of Dewey's philosophy have been most helpful. Finally, and most recently, the voluminous review of literature by a new colleague, Dr. John Stewart, in his intensive study of values education has been extremely beneficial. Dr. Stewart has made me conscious of the usefulness of the Getzels paradigm and also the need to seek solid roots in the transactional theory of Dewey.

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Current literature in higher education reflects a period of unprecedented innovation. During the past decade, one can chart the changes in the field through a series of "vintage" words which have served as the themes of national conventions. During the first portion of the social revolution, mounting pressure from disenfranchised groups produced such "demand" phrases as "equal opportunity", "relevance", and "viability" of programs. More recently, those "demand" phrases have been replaced by themes that reflect a variety of responses: "new constituencies", "non-traditional studies", "open universities", "external degrees", "community-based education", etc. Each year some phrases are retired to the "cellar" - more to recover from overuse than to mellow. Anyone who would use them for several years risks the label of "not being with it".

Educational historians will have to determine whether this has been a period of true educational reformation or simply a "reformation by rhetoric". There can be no doubt that several critical elements in post-secondary learning systems are being substantially modified, at least in some institutions.

Figure I illustrates the major components of a learning system and suggests that there is a dynamic interaction among these elements. A learning system is a Gestalt and Gestalt interaction has a way of producing unexpected results.

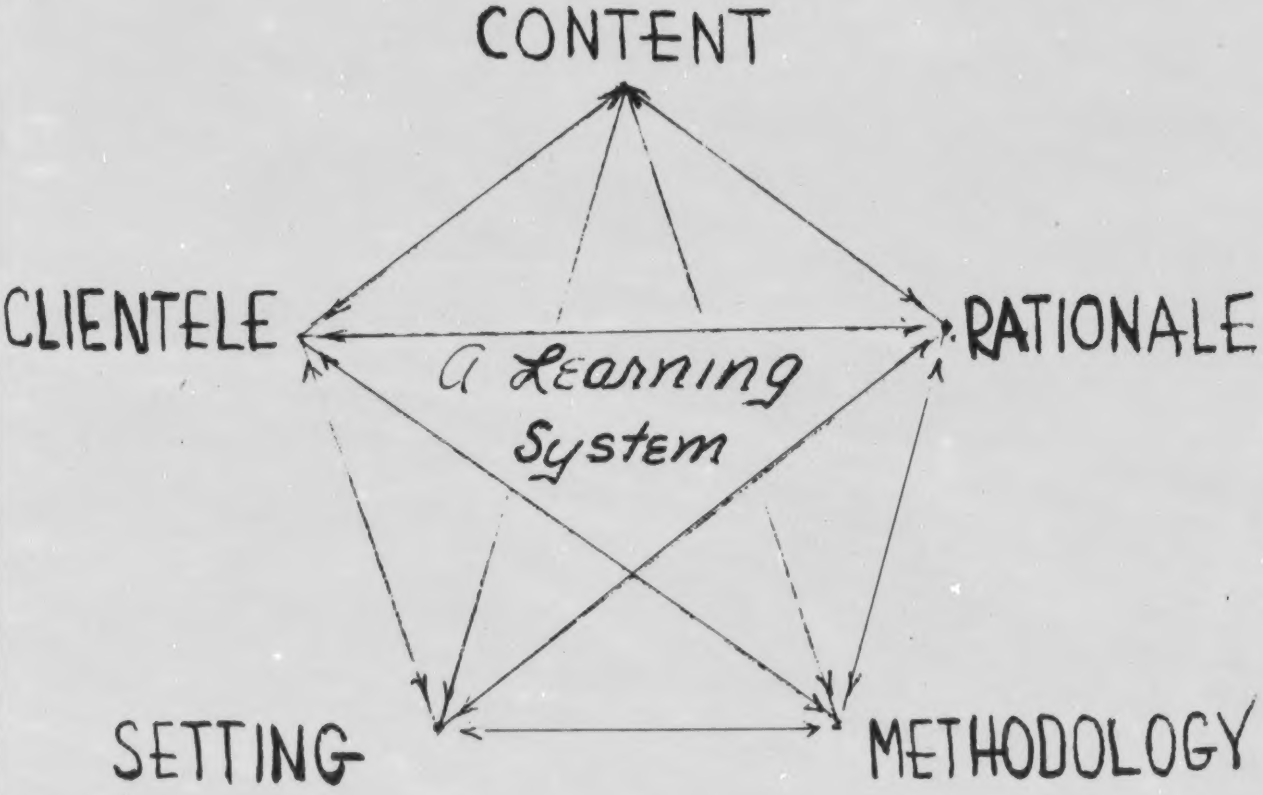
(CHART I ABOUT HERE)

What is to be learned? ------- Content
Why is it to be learned? ------ Rationale
Who is to learn it? ----------- Clientele
How is it to be learned? ------ Methodology
Where is it to be learned? ---- Setting

Most of the current innovations have addressed the elements of *clientele*, *methodology*, and *setting* more than the elements of *content* and *rationale*. Yet it is almost inevitable that major changes in conceptualization of clienteles, methodologies and settings will ultimately cause substantial modification in *content* and *rationale*. For example, the emergence of competency/performance based methodology has profound implications for potential changes in content. If one alters the emphasis on acquisition of knowledge to an emphasis upon use of the knowledge as in a competency model, the focus of content will be altered markedly. Or if one establishes a dynamic interactive relationship with "non-traditional" constituencies, those "new" learners may challenge the content by asking questions which force some change in focus of the content. In that case, the focus becomes more oriented toward life itself - the life that is being lived or might be lived.

Because the complexities of life have increased so much and because the changes in life are so rapid, it is not surprising that the desire for an education focused on life itself has intensified. Education for today's world is simply not adequate for the majority of people unless that education is life centered and lifelong.

CHART I


CONTENT
CLIENTELE
RATIONALE
a Learning System
SETTING
METHODOLOGY

Perhaps this need for a dynamic relationship between learning and life accounts for the resurgent interest in John Dewey's work. Twenty years ago, many educators were rejecting Dewey's philosophy because of misapplication of his concepts in some ill-conceived "progressive" school systems. When the Russians launched Sputnik and our national pride was wounded, we heard many shouts from traditionalists of "We told you so!" Life adjustment education came under particular fire. But today the writings of Dewey have new significance particularly for postsecondary education. Dewey (1916) maintained that the critical locus of education should be at that point where the individual interacts (or transacts) with his environment. He emphasized the importance of direct experience in the learning process and he maintained the phenomenological position that the learner's perception of reality is his reality. Dewey's perceptual emphasis reinforced the need for direct experience as a primary basis for changing perceptions of the learner. No philosopher has argued so persuasively for community-based and life-centered education. Because man and society are in a continual state of change, Dewey chose the word "progressive" education to emphasize that its content and method must be continually adapted to new needs and new problems. He was concerned that we acquire skills for learning: (a) careful delineation of problems, (b) identification of relevant data sources, (c) development of alternative solutions, and (d) pragmatic testing of tentative solutions.

Keith Goldhammer, (1972) one of the current protagonists for Dewey's philosophy, has maintained the importance of education focused on life roles. Writing primarily in the context of elementary and secondary education, Goldhammer is urging a return to Dewey's principles through an expanded version of vocational education.

> If the central mission of the school is to assist all students to become so capacitated that they perform their life responsibilities competently, then there need be no false distinctions between various curricula within the school. All human beings are involved in career activities; all human beings must develop the competence, the skills, the personal understandings and the knowledges essential for performance of their roles, to serve the interests both of their fellowmen and themselves. The concept of the careers curriculum involves a centrality of concern for the range of life careers in which the individual will engage. (page 124)

Throughout his writings Goldhammer emphasizes the importance of "capacitating" students for successful performance of life roles and he identifies five major roles of the individual in our society.

1. A producer of goods or a renderer of services
2. A member of a family group
3. A participant in social and political life
4. A participant in avocational pursuits
5. A participant in the regulatory functions involved in aesthetic, moral and religious concerns (page 129)

It is his position that each of these areas can be considered a *career* area in which basic competencies must be attained; consequently he argues for a career*s* curriculum.

Goldhammer's proposals speak well for life-centered education. His identification with the term Careers Education while logically explicated, will pose problems for postsecondary institutions. The difficulties, particularly in community college settings, stems from two sources. First the continuing resistance of liberal arts and transfer faculty members to occupational education in most any form and secondly, the tendency of vocational and technical educators to accept the state and federal career education funds without accepting the broader meaning proposed by authorities such as Goldhammer. While no term will be acceptable to all, it seems to me that the concept of Life-centered Education is more apt to build a bridge between the two divisions than the term Careers Education.

The chief limitation of the term Life-centered Education may be in its presumed association with the Life Adjustment Movement of the early 1950's. The latter term reflected the normative pre-occupation of that era which saw "maladjustment" as the greatest sin. Through the revolution of the 1960's, we discovered our preoccupation with normalacy at the expense of the unique qualities and potentialities of the individual. Today Life-centered Education would be concerned with ways that the individual might express her/his individuality and autonomy while making the necessary transactions within pervasive life roles.

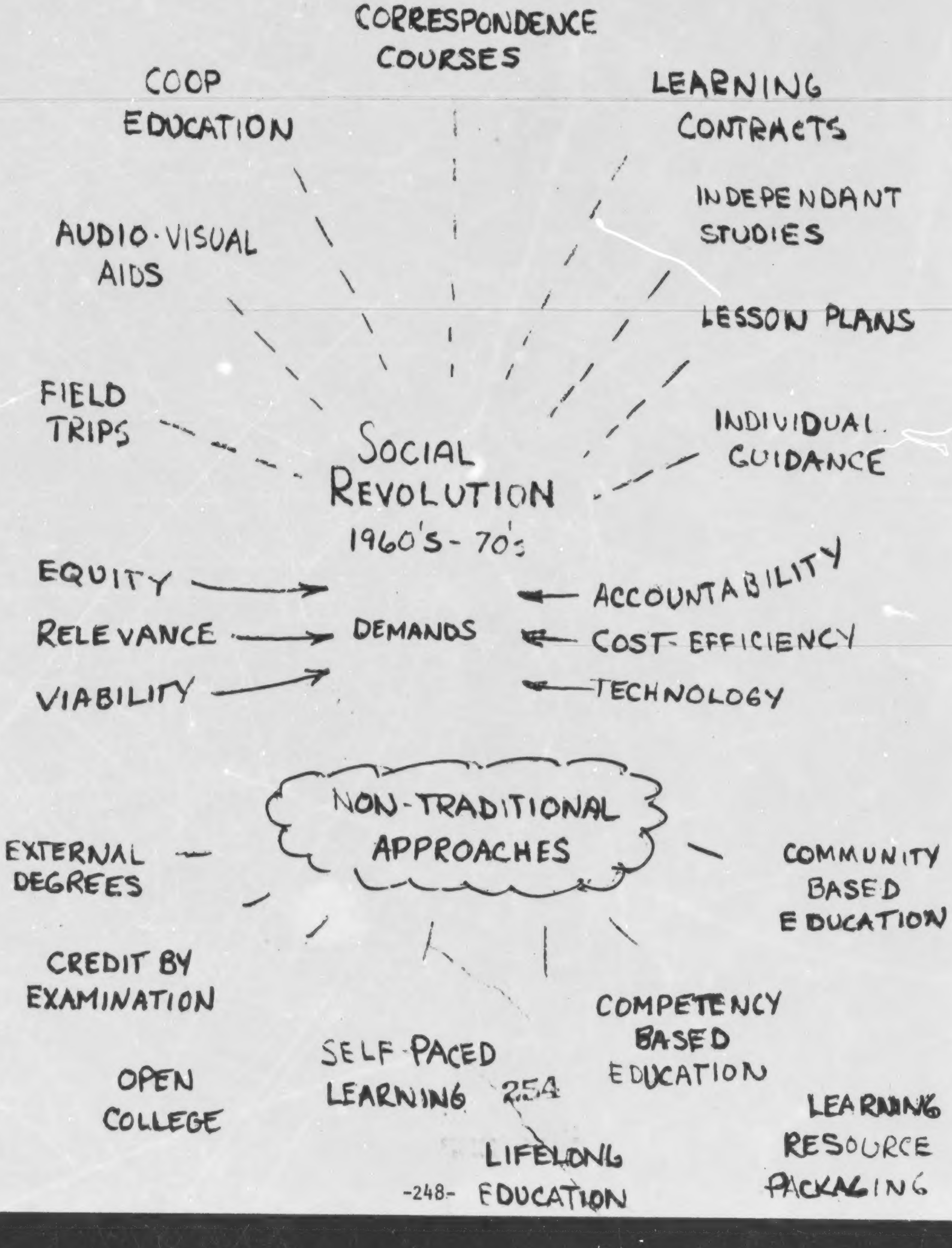
Rationale for Life-Centered Education

The new learning systems are exciting, but I think we realize that they are not necessarily so new. Look for a moment at the Antecedents Diagram.

(CHART HERE)

CHART II

Antecedents to Non-Traditional Studies


CORRESPONDENCE COURSES
COOP EDUCATION
LEARNING CONTRACTS
INDEPENDANT STUDIES
AUDIO-VISUAL AIDS
LESSON PLANS
FIELD TRIPS
INDIVIDUAL GUIDANCE
SOCIAL REVOLUTION 1960'S - 70'S
EQUITY
RELEVANCE
VIABILITY
DEMANDS
ACCOUNTABILITY
COST-EFFICIENCY
TECHNOLOGY
NON-TRADITIONAL APPROACHES
EXTERNAL DEGREES
COMMUNITY BASED EDUCATION
CREDIT BY EXAMINATION
COMPETENCY BASED EDUCATION
SELF-PACED LEARNING
OPEN COLLEGE
LEARNING RESOURCE PACKAGING
LIFELONG EDUCATION

One can immediately see the relationships between antecedents and the new forms of education. I do not think we should be disturbed, however, that the response to the social revolution is not as original as we sometimes like to believe. Instead, we should focus on the fact that we are responding and those responses reveal greater flexibility, greater egalitarian commitment and greater individualization in higher education. While I am most pleased with those responses, I want to center the remainder of my lecture on content and rationale in higher education.

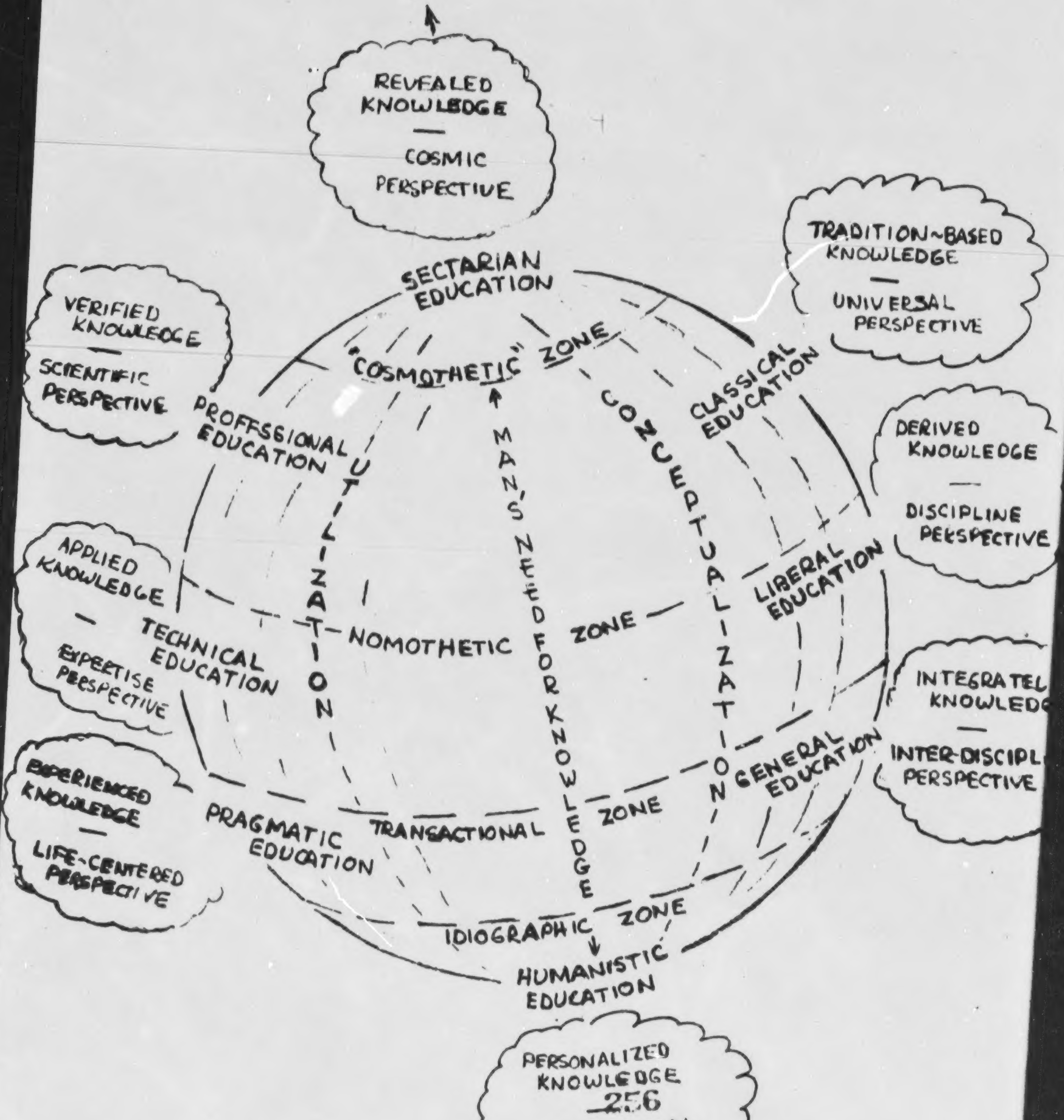
When one examines the various philosophies throughout the history of higher education, it is apparent that they have held a common focus on "man's need for knowledge". What kind of knowledge, who is to acquire it, and how it is to be acquired have been central issues. At the risk of some distortion through over-simplifications, I have constructed a "globe of higher education" to illustrate the variations in emphasis on content and rationale.

(CHART III HERE)

You will note that the globe revolves around man's need for knowledge. It also has two hemispheres. The right hemisphere emphasizes conceptualization of knowledge and the left hemisphere stresses utilization of knowledge. Argumentation over this issue has permeated the history of higher education. Alfred North Whitehead maintained that the debate over this issue is unproductive.

> "The anthithesis between a technical education and a liberal education is fallacious. There can be no adequate technical education which is not liberal, and no liberal education which is not technical: that is, no education which does not impart both techniques and intellectual vision. In simpler language, education should turn out the pupil with something he knows well and something he can do well." (page 58, Whitehead, Alfred North, The Aims of Education, Mentor Book Company, 1949.)

CHART III


REVEALED KNOWLEDGE
COSMIC PERSPECTIVE
TRADITION-BASED KNOWLEDGE
UNIVERSAL PERSPECTIVE
VERIFIED KNOWLEDGE
SCIENTIFIC PERSPECTIVE
DERIVED KNOWLEDGE
DISCIPLINE PERSPECTIVE
APPLIED KNOWLEDGE
EXPERTISE PERSPECTIVE
INTEGRATEL KNOWLED
INTER-DISCIPL PERSPECTIVE
EXPERIENCED KNOWLEDGE
LIFE-CENTERED PERSPECTIVE
PERSONALIZED KNOWLEDGE
EXISTENTIAL PERSPECTIVE
SECTARIAN EDUCATION
"COSMOTHETIC" ZONE
CLASSICAL EDUCATION
PROFESSIONAL EDUCATION
UTILIZATION
MAN'S NEED FOR KNOWLEDGE
CONCEPTUALIZATION
LIBERAL EDUCATION
TECHNICAL EDUCATION
NOMOTHETIC ZONE
GENERAL EDUCATION
PRAGMATIC EDUCATION
TRANSACTIONAL ZONE
IDIOGRAPHIC ZONE
HUMANISTIC EDUCATION

His statement is profound and pointed, but it has not quelled the argument one whit. Today we all know the tension which often exists between the liberal arts transfer division and the two-year technical division in community colleges. Now let's look at some of the prevailing perspectives on knowledge in higher education.

At this point, I have drawn on the work of Getzels and associates. For the past 25 years, Getzels has written about the nomothetic, idiographic and transactional dimensions of the socialization process. For this presentation, I have added a fourth dimension which I call "cosmothetic" (not to be confused with "cosmetic", I hope). In higher education, the cosmothetic perspective is rooted in the faith that a Supreme Being has revealed absolute truth to man through inspired scriptures: Old Testament, New Testament, Koran, Vedas, Bagavad Gita, etc. Man, therefore, should find his ultimate destiny through discovery of these truths in his own nature and in his relationships with others. There is no need in the cosmothetic perspective to search for truth. It is there. The task is to find illustrations and manifestations that will convince others that the truth is available to all believers. Since the truth is known, one must accept its authenticity and ultimate authority in governing his/her life. Also, those who are closest to the truth become authorities who should be listened to. According to this view, man's nature is essentially sinful and can be transformed only by a process of rebirth or by continuing exposure to the ultimate Being.

The nomothetic norm has a cultural base rather than a cosmic one. In this perspective there is a belief in the ultimate value of knowledge --

particularly wisdom. It is further maintained that the value of knowledge is to be judged either by its persistence through time (tradition) or by scientific validation. Knowledge is also normative and these cultural norms provide man with the basis for evaluating life experiences and for governing his behavior. The nomothetic perspective is also authoritarian in nature, but not so much so as the cosmothetic perspective. The educated man or woman in this context will acquire an understanding of the "collective" wisdom and then make his/her own applications of the "truth". Also imbedded in this view is the assumption that man is inherently destructive. Society, therefore, must see that man is properly socialized.

The idiographic position is centered in the needs, perceptions, feelings, and experiences of the individual with a belief in his innate and ultimate goodness. Only the individual can be accepted as the authority for his/her own life. The only reality exists in the individual's perceptions of reality. By releasing the potential capacities of the individual, a society will be created which is capable of fulfilling individual needs and aspirations. It will, therefore, be a flexible open society which accommodates the human potential.

The transactional perspective is not antagonistic to the humanistic view of idiographic thinking, but it questions that man can be judged as either essentially bad or essentially good. Transactionalists would insist that man has the potential for being good or bad. Man is most apt to fulfill his potential for goodness if he is able to reconcile his own personal needs with the expectations of society in a manner that is mutually beneficial. Knowledge is not valued for its own sake, but rather as a means for making satisfactory transactions with the environment. Now let us see how this translates itself when we place various approaches to higher education on our globe.

If you are a strong believer in the absolute truths revealed to man by God, you might be most comfortable in a sectarian college. If you are a believer in the traditional and inherent value of time-tested knowledge, you would find comfort in classical education. If your emphasis is on the disciplined search for new knowledge, you will find philosophical support in liberal education. If you are bothered by theory without application, you may be more comfortable in the utilization hemisphere where technical skills or professional knowledge are used to create a more productive society.

If you are bothered by the heavy emphasis upon cultural norms which seem to imply that "man was created to serve institutions rather than institutions were created to serve man", you will probably have your feet entrenched in the humanistic and existential movement within higher education.

If you believe that knowledge must be processed through individual experience in order to have meaning and if you believe that the needs of society and the needs of man can be and should be reconciled, you are probably concerned with a more pragmatic and life-centered emphasis which one finds in some forms of general education and also in the broadest version of career education (Goldhammer and Taylor, 1972) which sees each of the basic life roles as a career whether it be family member, consumer, citizen, worker, student or culture bearer. In practical application, these positions are not absolute in nature; consequently, one can approach them as being on a continuum. Hence, you could probably locate a place somewhere on this globe which might represent your view of education. If time permitted, I could ask each member of the audience to place a pin on the globe and thus stake out some territory. I suspect that we would find pins all over the globe.

As your speaker, I have the opportunity to tell you where my pin is located on the globe. In this way, you can know where I am coming from. This allows you to turn me off (if you haven't already) or to question my views, or to say "right on". I am in the transactional zone at this time, a bit left of center. For me, this is the proper context for an education that is life centered and lifelong. I grew up in the cosmothetic zone - went to college in the liberal section - moved to the humanistic position for awhile and then wound up in the transactional zone. My current assignment is in professional education as a member of the graduate faculty in the College of Education. In this context, you might say I have been a philosophical "globe trotter".

Let's turn Getzel's paradigm into a two-dimensional circle.

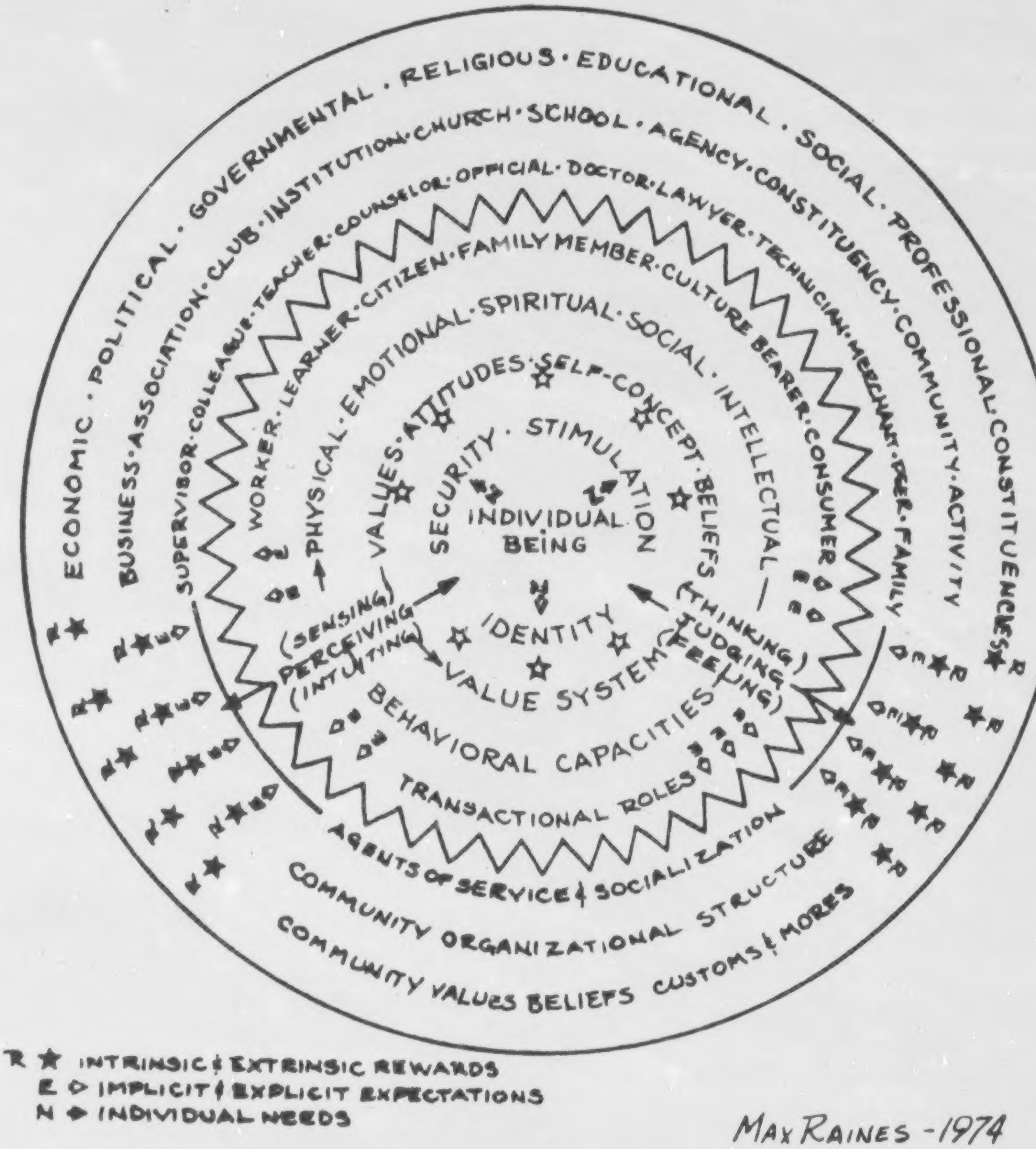
(CHART IV HERE)

The inner circle represents the individual or idiographic area. Here I have used concentric circles to illustrate various dimensions of personality. I have encompassed the individual being in a circle of basic needs. Were space to permit, I would have included Maslow's hierarchy. Instead, I chose Robert Ardrey's list of three: security, stimulation and identity. While Ardrey and Abraham Maslow seem to reverse the order of priority of needs, their observations are not incompatible if one analyzes the underlying concepts they are expressing.

It seems to me that Maslow's needs for "safety, belonging and love" are closely related to Ardrey's "security" needs. The needs for "self-esteem" identified by Maslow appear similar to Ardrey's need for "identity". Since most of Ardrey's observations were drawn from studies of animal behavior, it is not surprising that the need for "self-actualization" is not included.

CHART - IV

A CONCEPTUAL FRAMEWORK FOR LIFE-CENTERED EDUCATION


ECONOMIC · POLITICAL · GOVERNMENTAL · RELIGIOUS · EDUCATIONAL · SOCIAL · PROFESSIONAL CONSTITUENCIES
BUSINESS · ASSOCIATION · CLUB · INSTITUTION · CHURCH · SCHOOL · AGENCY · CONSTITUENCY · COMMUNITY · ACTIVITY
SUPERVISOR · COLLEAGUE · TEACHER · COUNSELOR · OFFICIAL · DOCTOR · LAWYER · TECHNICIAN · MERCHANT · PEER · FAMILY
WORKER · LEARNER · CITIZEN · FAMILY MEMBER · CULTURE BEARER · CONSUMER
PHYSICAL · EMOTIONAL · SPIRITUAL · SOCIAL · INTELLECTUAL
VALUES · ATTITUDES · SELF-CONCEPT · BELIEFS
SECURITY · STIMULATION
INDIVIDUAL BEING
IDENTITY
(SENSING) PERCEIVING (INTUITING)
(THINKING) JUDGING (FEELING)
VALUE SYSTEM
BEHAVIORAL CAPACITIES
TRANSACTIONAL ROLES
AGENTS OF SERVICE & SOCIALIZATION
COMMUNITY ORGANIZATIONAL STRUCTURE
COMMUNITY VALUES BELIEFS CUSTOMS & MORES
R ★ INTRINSIC & EXTRINSIC REWARDS
E ▷ IMPLICIT & EXPLICIT EXPECTATIONS
N ◆ INDIVIDUAL NEEDS

MAX RAINES - 1974

At the same time, it would appear that a combined need for stimulation and identity is a growth force and therefore the potential source of the distinctly human need for self-actualization.

Value System. Through the encounter with significant others, the individual acquires a set of values, attitudes and beliefs along with a concept of the self. The circle of this chart is inadequate for representing the complexity of this process. If one were to imagine that the value system were on a plane just below the surface of this circle, it might be more appropriately represented as that place in the personality structure which "catches" and absorbs the residual and pervasive judgments of the individual regarding what is good, bad, desirable, undesirable, etc., about others, about ideas, and about self. These judgments come in part from direct experience, but more often they are derived from internalization of the views of significant others through the socialization process. In fact, some of the most difficult moments for the individual in the transactional process occur when her/his values derived from direct and personal experience (idiographic) conflict with the conventional values adopted from others in the nomothetic realm.

Also filtering down from the transactional experiences with the environment are judgments regarding one's own worthiness as a person. This concept of self is that part of the value system which is directed inward to the self. It is a potent force in shaping the confidence level of the individual for performing a variety of transactions which are necessary to self-maintenance and self-enhancement.

Behavioral Capacities. All of these needs and behavioral processes take place within the context of the individual capacities the person possesses.

For example, if a person is handicapped physically or impaired emotionally, the number of potential responses to the environment may be limited. Some individuals through inherent or acquired attributes may be particularly gifted in one or more of these capacities and thus experience a great number of choices. Combinations of these capacities are frequently expressed in a variety of psychological constructs such as aptitudes, abilities, temperament, etc.

Transactional Roles. As the individual interacts with the people, things and ideas in the environment, she/he will assume a set of pervasive life roles as a security and economy measure. By "playing the odds", one learns which behaviors are most apt to earn perceived rewards. To receive tangible or intangible rewards, the individual must meet implicit and explicit expectations within the environment.

The phenomena of role taking is less complicated in a non-complex society where it occurs largely by "doing what comes naturally". In such societies, there is a limited amount of ambiguity in the expectations. The potential rewards are fewer in number and usually more tangible in nature. As I mentioned earlier, the individual in a non-complex society learns to be a tribesman, kinsman, barterer, culture bearer, or warrior in the natural context of life. In Dewey's words, the person "learns by doing". There are adequate role models who provide consistent reinforcement in the learning process, thus the developmental process is relatively free from conflicting expectations. Transactions are relatively simple and seem to operate on a "you-will-get-this-if-you-do-this" basis.

Such is not the case in modern society. The outer ring of the circle illustrates many of the environments in the nomothetic phase of life. There are conflicting expectations within and among these environments. The rewards are not always what they seem. Consequently, in a modern technological society, a consumer, for example, needs much reassurance from advertising that "you can be sure if it's Westinghouse". Preparation for the pervasive life roles is extended over a prolonged childhood which often deprives the child of direct experience, consequently, the child spends many years in the games of "playlike" or "pretend". The school system assumes that the life roles will be learned through the natural process of living and typically seeks to give the child increasing doses of subject matter -- leaving it to the child to make the appropriate applications.

The essential unity of life and learning reflected in non-complex societies has been recognized by many educational philosophers. Whitehead, whom I mentioned earlier, makes this pungent observation: "There is only one subject matter for education and that is Life in all of its manifestations. Instead of this single unity we offer (students) Algebra from which nothing follows; History from which nothing follows; a Couple of Languages never mastered...." He continues "Can such a list be said to represent Life as it is known in the midst of living it? The least that can be said of it is that it is a rapid table of contents which a diety might run over in his mind while he was thinking of creating a world, and had not yet determined how to put it together." (end of quote)

Now as we look at the nomothetic domain, we get some picture of the various societal agents who have societal roles to play. The fact that they are also individuals with idiosyncratic needs accounts for the frequent disparity between anticipated roles and actual behavior. This problem creates many barriers in communication and contaminates the transactional process.

Each societal agent has a referrent group or institution or agency which conditions and reinforces the values, customs, mores of society. These values are derived from the various segments of the culture (educational, political, economic, religions, etc.) through which man seeks some order in relationships. So much for the nomothetic domain and now a brief look at the dynamics which put these concepts into action.

Here we see potential rewards that are both extrinsic and intrinsic, implied and stated. Here the individual needs are processed through the value system and behavioral capacities which condition both the perceptions and judgment of the individual. As the person moves toward a reward, he/she will encounter explicit or implicit expectations which must be met to attain the rewards that are sought.

All of this time, the processes of perceiving and judging are in operation. The arrows indicate that this message system is directed externally and internally. You all remember the pioneer work of Carl Jung from which this concept of extroversion and introversion is drawn. Some of you who have taken the Myers-Briggs Inventory have already identified which of the perceiving processes you use most consistently (sensing or intuiting) and which of the judging processes (thinking or feeling) you rely on in making sense out of the messages. For those of you who haven't gone through that exercise, I will pause long enough to observe that if all this sounds too theoretical, you are probably using your sensing function which is practical and direct. Those of you who emphasize intuition have probably been fantasizing in all kinds of directions about ways of relating these concepts to your favorite theories. Those of you who emphasize thinking in making judgments have been watching me closely to see if the presentation is sufficiently logical to warrant further attention. The people who have been using *feeling* to evaluate what has been said thus far are very aware of their own values and moral precepts. If I have stepped on any of those values, I will have aggravated a need to reaffirm loyalty to those established values. Also, those who are *feeling* their way through this lecture are very sensitive to the reactions of others in the audience. If they have felt some boredom or restlessness and if they are identified with the speaker as a person, they may be feeling discomfort.

Now I want to turn to the central thesis of this paper.

Central Thesis

The *equitable* and *humane* society has a *moral* obligation to provide its members with developmental assistance in acquiring those *transactional competencies* necessary for

(a) reconciling *personal* needs with *societal* expectations, and
(b) discovering meaning in their lives through their essential life roles.

Perhaps I should take a moment to elaborate and defend that thesis. There is no doubt that our society has many problems. It contains certain elements of violence, bigotry, false pride, ruthless competitiveness and political corruption, but through it all runs an intention - an ethos that seeks *equity* and *humaneness*. All it takes to appreciate that *ethos* is to live in a country where it does not exist. But, if that *ethos* is to express itself in our lives, if it is to be experienced, we must find ways of translating the *ethos* into reality. We have consistently viewed our educational system as a major mechanism for that translation - yet we know too well how it fails to do so. Acquisition of knowledge becomes more important than the meaning of that knowledge in our lives; what is taught becomes more important than what is learned; what is not learned too often produces negative self-evaluations. The student serves the school system more often than the school system serves the student. I do not expect that to change in my lifetime, but I do believe that a life-centered curriculum for adults can serve to offset some of those negative outcomes. If that is to happen, we must make certain that the life-centered curriculum will keep its focus on that point where the individual interacts and transacts with the environment. By developing competencies in life transactions, the individual can reconcile personal needs with societal expectations. The distance between the acribed roles of society and the idiographic needs of the individual can be reduced. The individual can learn how to have an impact on his or her environment. When the person feels inadequate to the task of role fulfillment, he or she will experience a sense of frustration, self-doubt and ultimately a loss of self-confidence. These negative self-evaluations produce a debilitating stress which is reflected in a wide variety of social problems: mental and physical breakdowns, crime, alcoholism, and drug abuse, etc. In less extreme situations, it produces people who are always spectators and never participants, who are persistently "glued to the tube with a six-pack" and who have seldom glimpsed their potential as growing, developing human beings.

Let's examine for a moment some of the kinds of transactions people need and deserve help with in a life-centered curriculum.

I'll pause while you reflect on these potential areas for development.

(CHART V HERE)

CHART V

POTENTIAL AREAS FOR TRANSACTIONAL DEVELOPMENT

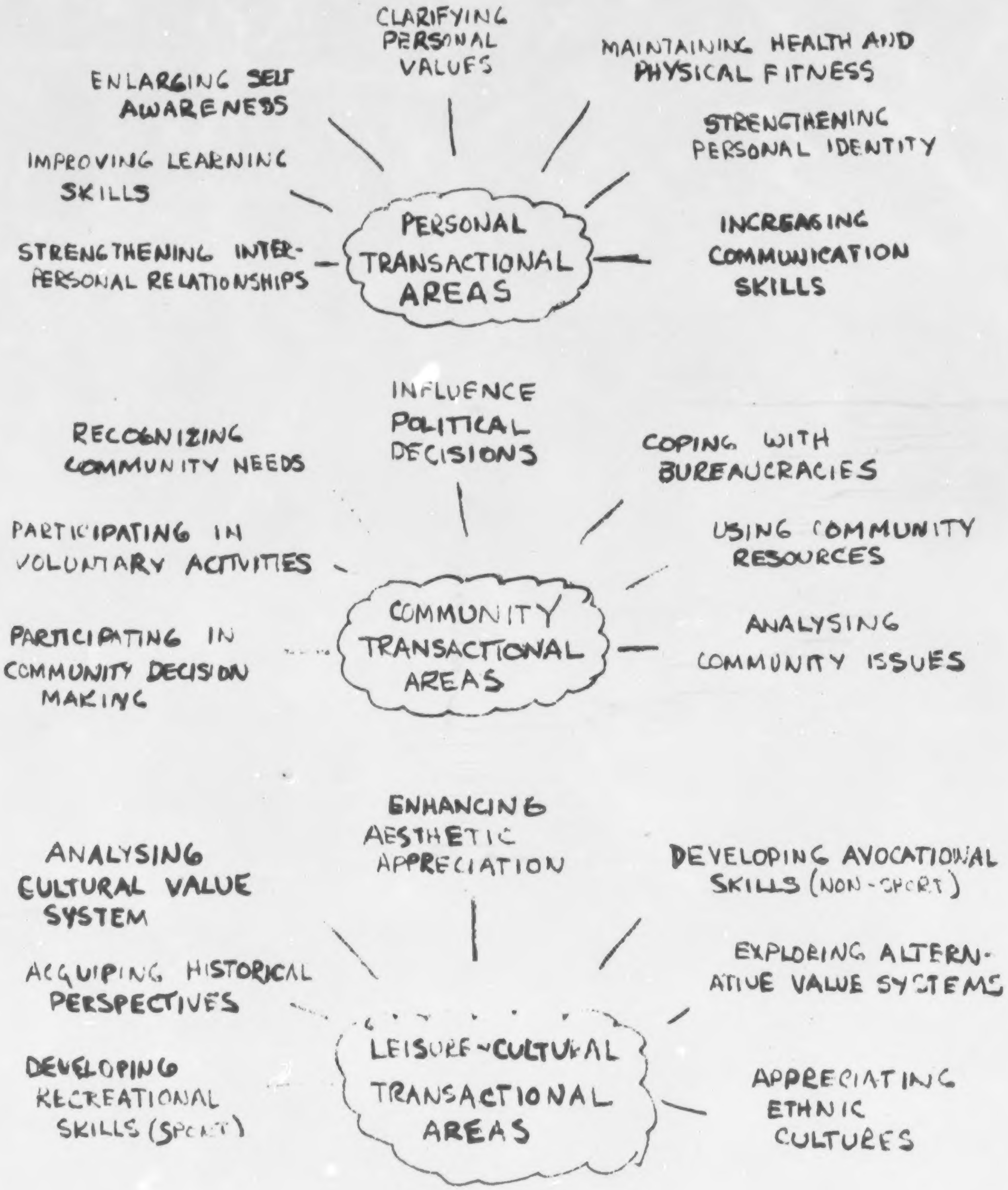
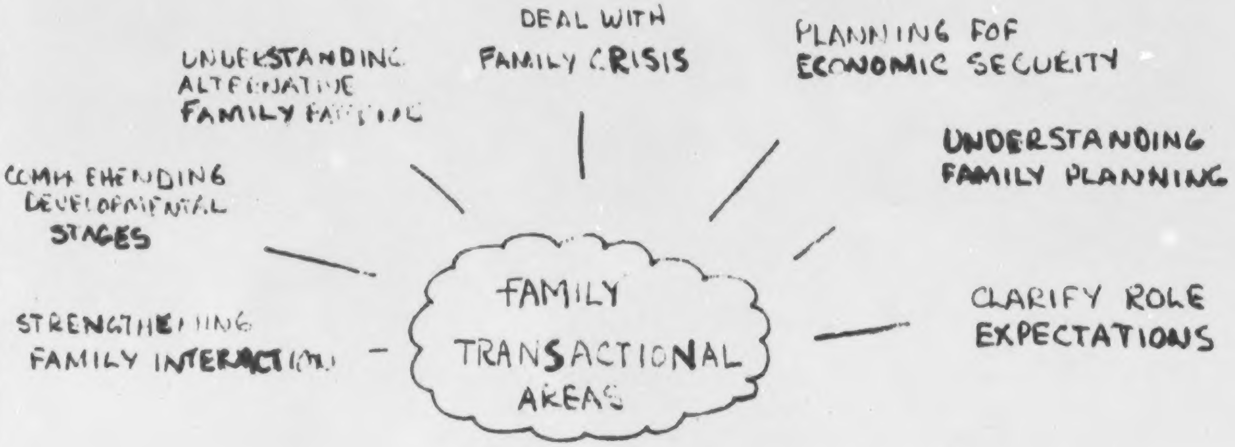
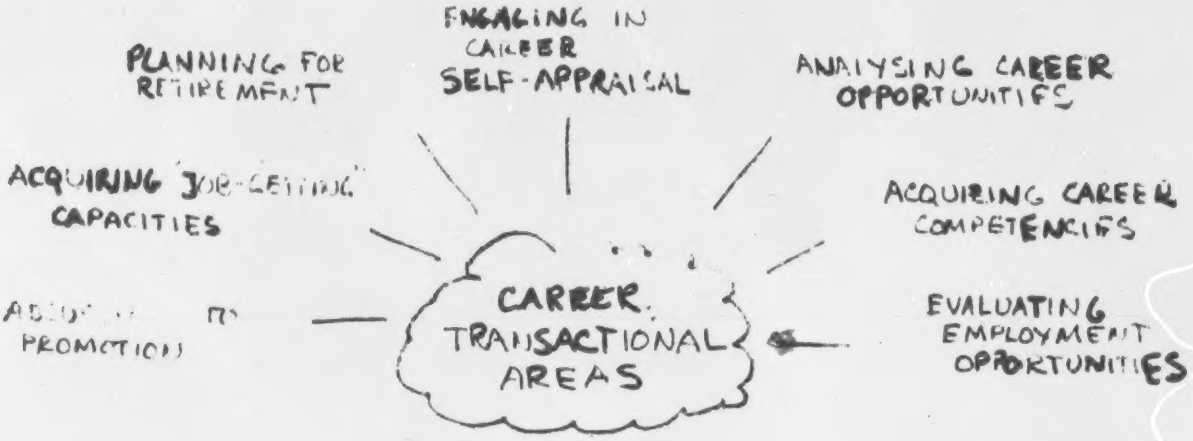
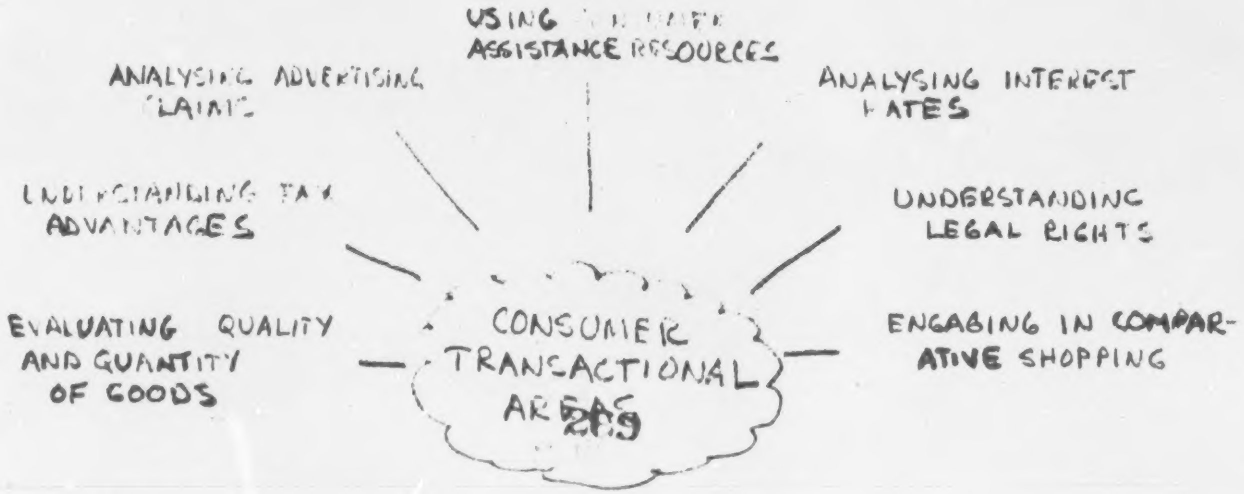

CLARIFYING PERSONAL VALUES
ENLARGING SELF AWARENESS
MAINTAINING HEALTH AND PHYSICAL FITNESS
STRENGTHENING PERSONAL IDENTITY
IMPROVING LEARNING SKILLS
PERSONAL TRANSACTIONAL AREAS
STRENGTHENING INTER-PERSONAL RELATIONSHIPS
INCREASING COMMUNICATION SKILLS
INFLUENCE POLITICAL DECISIONS
RECOGNIZING COMMUNITY NEEDS
COPING WITH BUREAUCRACIES
PARTICIPATING IN VOLUNTARY ACTIVITIES
USING COMMUNITY RESOURCES
COMMUNITY TRANSACTIONAL AREAS
PARTICIPATING IN COMMUNITY DECISION MAKING
ANALYSING COMMUNITY ISSUES
ENHANCING AESTHETIC APPRECIATION
ANALYSING CULTURAL VALUE SYSTEM
DEVELOPING AVOCATIONAL SKILLS (NON-SPORT)
EXPLORING ALTERNATIVE VALUE SYSTEMS
ACQUIRING HISTORICAL PERSPECTIVES
LEISURE-CULTURAL TRANSACTIONAL AREAS
DEVELOPING RECREATIONAL SKILLS (SPORT)
APPRECIATING ETHNIC CULTURES

CHART V (CONTINUED)


UNDERSTANDING ALTERNATIVE FAMILY PATTERNS
DEAL WITH FAMILY CRISIS
PLANNING FOR ECONOMIC SECURITY
UNDERSTANDING FAMILY PLANNING
COMPREHENDING DEVELOPMENTAL STAGES
FAMILY TRANSACTIONAL AREAS
CLARIFY ROLE EXPECTATIONS
STRENGTHENING FAMILY INTERACTION


PLANNING FOR RETIREMENT
ENGAGING IN CAREER SELF-APPRAISAL
ANALYSING CAREER OPPORTUNITIES
ACQUIRING JOB-GETTING CAPACITIES
ACQUIRING CAREER COMPETENCIES
ADJUSTING TO PROMOTION
CAREER TRANSACTIONAL AREAS
EVALUATING EMPLOYMENT OPPORTUNITIES


ANALYSING ADVERTISING CLAIMS
USING [illegible] ASSISTANCE RESOURCES
ANALYSING INTEREST RATES
UNDERSTANDING TAX ADVANTAGES
UNDERSTANDING LEGAL RIGHTS
EVALUATING QUALITY AND QUANTITY OF GOODS
CONSUMER TRANSACTIONAL AREAS
ENGAGING IN COMPARATIVE SHOPPING

I believe we have the skills and the commitment to establish a competency-based curriculum leading to an associates degree in Life-Centered Education. I believe that through individualization such a curriculum would appeal to people from all walks of life and all levels of education. I believe that the units of the curriculum could be built around the essential life roles of individuals in the community. I believe that the open college concept which draws upon the existing resources of the college and the community would provide the necessary flexibility for appropriate individualization. I believe that the concept of transactional competencies would give the necessary concreteness and life-centered focus to encourage discovery of greater meaning in life. I believe that cooperative development of a life-centered curriculum would provide the faculty with a continuing opportunity for self-revitalization that is now missing in most colleges. I believe there would be wide support in the community for Life-Centered Education. I believe the cry for accountability comes from citizens and legislators who are in part disillusioned with an education that seems so unrelated to the life that is being lived.

Let me take a few moments to explicate what I mean by transactional competencies. I think a few illustrations may be of value. We make transactions with all sorts of things whether they be animate or inanimate. In a sense, a transaction is the investment of self in experience while attempting to satisfy personal needs. It is giving an object or an idea or a place or a person an opportunity to have impact upon us. Think for a moment of the sculptor who seeks to create a form from a solid object. Most people would say that the stone cannot communicate, but any sculptor will tell you that it does. The sculptor starts with an image or concept. With various instruments, he or she starts the process of removing pieces of stone to find the form that is potentially there. The stone offers resistance, it also reflects light; it has certain properties or characteristics in its hardness and its light reflection. Its tendencies to yield or not yield, reflect or not reflect, have an impact on the sculptor. In the process, the form may change slightly from the original intention. The free flow of communication between the stone and the sculptor may move toward a sense of unity. The creative sculptor will sense this unity in a deep and profound way. It becomes the essence of an aesthetic and creative experience. In the transaction, the sculptor finds meaning, unity and a greater sense of being.

But, you say, such an experience is limited to a few with creative talent. Not so. Recently we acquired a home with a swimming pool. The first year I decided to have the pool serviced by a service company. I was pleased to have a pool in which to swim daily laps or to use as a place for social gatherings when friends drop by. But there was a minimum of transaction with the whole system of the pool. This year, I decided to take care of it myself. What a change in my perception of the pool. There were problems - I couldn't get the filter system to work properly; I couldn't get the chemicals to produce the crystal water which is so attractive; I couldn't figure out why I was getting air bubbles from the inlets - I reached the point of exasperation. A friend who understood the system agreed to help me and the pool took on greater meaning. I began to understand how it works - the interrelationship of various elements in the system. I'm still struggling with the filter system having taken it apart twice. But, now through the investment of myself in that pool, it is even more than a place for physical workouts or social interactions. Through my transaction with the pool, I am learning something of its essence - the dynamic interrelationship of its parts. That pool is becoming mine in the real sense of the word. I am feeling better about myself through my increasing sense of participation in my environment. It has become a transactional experience that is enriching my life.

Transactions are a continuing part of life - all aspects of life. Through them one can find meaning, particularly if sensitized to the meaning that is there.

If we were to talk with a wide range of people about their lives, they could identify a wide range of external and internal barriers which prevent them from finding greater meaning in life. Many of these barriers would fall within their life roles as workers, family members, learners, consumers, citizens, culture bearers. These barriers once identified can be translated into related transactional needs. By analyzing these transactional needs, the associated knowledge skills and values can be identified. Let's assume for instance that a group of senior citizens is having difficulty with dealing with inflation on a fixed income. Let's further assume that this difficulty is most acutely experienced at the supermarket. If you were to send five different senior citizens to a supermarket with thirty dollars, you would find much difference in the contents of their baskets at the cashier's counter. The quality and quantity of goods would vary considerably. Also, the aesthetic appeal of their choices would vary. In the filling of the basket, they have gone through a transactional process. To the store they have taken their long-term values about what is "good food"; they have taken their relative levels of trust in television commercials and personalities; they have taken their physical characteristics and peculiar appetites; they have taken their varying capacities to use arithmetic to assess quantity. For some of them, shopping is a burden, for others, it is a social opportunity, for still others, it is a bitter experience at not having sufficient resources to buy the food they were once accustomed to. For many, the supermarket encountered could be a more productive and rewarding experience than it is. The supermarket transactions can be learned; nutrition can be learned, self-control can be learned; the possibility of cooperative buying can be considered. This is one form of Life-Centered Education. This is not new. Consumerhood is being taught many places to many kinds of people. If there are any differences in what I am advocating, it is to overcome the detached nature of learning and search for those elements of learning that can enhance our transactions by giving them more meaning in our lives.

Implementing a Life-Centered Curriculum

Selecting Target Groups. The first step in implementing a life-centered curriculum would be to identify those clusters of people in the community who share common life styles and life situations. After reviewing the potential range of such clusters, it would be important in the initial stages to select those clusters who have the greatest need and are most apt to respond to an opportunity for Life-Centered Education. This will probably vary from community to community.

(CHART VI HERE)

Advisory Group Formation. Once a target group has been identified, it would be important to select representatives of that group to serve in an advisory capacity. To that group of advisors should be added representatives from community agencies who work most directly with that group. The main function of the advisory group would be to participate in a process of need

CHART~VI

Potential Target Groups for Life CENTERED Education

- SENIOR CITIZENS
- ETHNIC MINORITIES
- LOW INCOME GROOPS
- HANDICAPPED PERSONS
- INCARCERATED PERSONS
- HOUSEWIVES
- BUSINESS PROFESSIONAL PERSONS
- SCHOOL DROP OUTS
- FACILTY MEMBERS
- MILITARY PERSONNEL
- GOVERNMENT OFFICIALS
- CHURCH LEADERS
- LABOR UNIONS

identification. Instead of relying on that group to define the needs of the target group, I would give them training in the Nominal Group Process which is a modified delphi technique for working with groups of people in a limited time span. I have used this technique with good results and it is a technique that could be taught to lay advisory members in a short period of time. It is currently being used in a wide variety of situations - including industry. It was well described in the American Journal of Public Health in February 1972 and was prepared by Van de Ven and Delbecq. I have devised a schematic illustration of the technique.

(CHART VII HERE)

After receiving training in this technique, the advisory group members could spend several weeks conducting group meetings with members of the target group. For example, each of the 30 advisory group members conducting meetings with two groups of 25 constituents would reach 1500 people in the process. A collating of the responses would provide considerable knowledge of the perceived needs of that constituency. If those needs were then categorized into life role areas, the curriculum developers would have the raw material for translation into transactional competencies. In some cases, there would be overlapping in categorizations which would not pose serious problems, however. The important thing is that the derived competency be directly related to well-defined transactions and the transactions should be clearly related to the perceived needs of constituents. Over a two or three year period, the transactional competencies should be tested and revised with volunteer members of the target group. Their feedback would be invaluable.

I need not go further with the processes of implementation. Curriculum

CHART~VII

A Schemata of the Nominal Group Process

FOCUS	STEPS	PROCEDURES	TIME
GENERATING IDEAS	SILENT BRAINSTORMING	MEMBERS RECORD THEIR INDIVIDUAL RESPONSES TO QUESTION	15"
	IDEA RECORDING	ROUND ROBIN LISTING ON FLIP CHARTS WITHOUT COMMENT	20"
	IDEA CLARIFICATION	DISCUSSION WITHOUT VALUE JUDGEMENTS FROM GROUP	20"

COFFEE BREAK 10"

FOCUS	STEPS	PROCEDURES	TIME
PRIORITY SETTING	RANKING IDEAS	MEMBERS USE 3X5 CARDS TO RANK THE TEN MOST IMPORTANT IDEAS INDIVIDUALLY	15"
	RECORDING GROUP JUDGEMENTS	MEMBERS POST THEIR RANKINGS BY THEIR SELECTED ITEMS ON FLIP CHART	10"
	DISCUSSION	GROUP DISCUSSES AND DEFENDS RELATIVE MERITS OF VARIOUS IDEAS ON FLIP CHART	30"
	SCORING PERIOD	MEMBERS INDIVIDUALLY SCORE TOP TEN ITEMS ON 100 POINT SCALE AND TURN IN SCORES	10"

builders are quite familiar with them. In conclusion, I would say that it would be a most exciting experience to take interested community college faculty members through this curriculum building process. They themselves have unmet needs and they need help with transactional competencies. Just imagine, one might create a life-centered curriculum that would appeal to members of a community college faculty. People at all levels are hungry for education that will give meaning to the lives they are living. If that hunger is to be satisfied, it will be derived in a large part from teachers and role models who have found meaning in their own daily transactions.

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TO ORGANIZE AN INDIVIDUAL PACED INSTRUCTION COURSE

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Educators have always realized that students learn at different rates and by different methods. Individualized instruction has been recognized as the solution, but this method was impossible in most schools due to the economic necessity of dissiminating information to fairly large numbers of students. The result was the evolvement of the conventional lecture hall, classroom, and laboratory which are designed for mass lock-step instruction. The development of low cost, good quality audio-visual equipment such as audio tape recorders, slide projectors, film strip projectors, movie projectors, and video tape playback units provides a new dimension for the storage and dissemination of information. It is now possible to supply each student with a variety of instructional materials for independent study and experimentation. Individual Paced Instruction that provides the student with the opportunity to progress at a pace that depends upon his academic background, motivation, and ability is now a reality.

LEARNING ACTIVITY PACKAGES, MODULES, AND MINICOURSES

Courses that have been converted to Individual Paced Instruction are made up of a number of MODULES. The MODULE is a fairly small segment of course material that usually requires one or more hours for the student to complete. Conventional courses are also divided into small units, but the great difference is the organization of the MODULE to allow the student to engage in independent study and experimentation.

Modules, Learning Activity Packages, Unipak, and MiniCourses are a few of the names used at different institutions. In an attempt to establish uniform methods of identification, the following definitions will be used:

1. TOPIC - Single item, concept or skill.
2. LEARNING ACTIVITY PACKAGE - smallest instructional package related to single topics. Usually requires less than one hour to complete.
3. MODULE - consists of a number of topics and related Learning Activities. Usually requires more than one hour to complete.
4. MINICOURSE - consists of a number of Modules that are combined to meet specific educational objectives. Usually assigned 1/4, 1/2, or 1 hour of conventional course credit.
5. COURSE - the conventional unit that could consist of a number of MiniCourses. Usually assigned 3, 4, or 5 hours of conventional course credit.

PRELIMINARY PLANNING

The first step in the conversion of a complete conventional lockstep course to Individual Paced Instruction is to compile a list of required TOPICS that consist of single items, concepts or skills. These topics are usually available from existing course outlines or textbooks. A convenient planning aid is to place each topic on a one page form that is divided into areas to record such items as:

1. Performance objectives
2. Learning resources
3. Student Activities (problems, questions, reading, reports
4. Student laboratory activities
5. Test methods

The number of topics will probably be surprisingly large. Do not become discouraged! These topics will soon be identified with the larger building blocks called the MODULE.

After the topic is recorded on the form, the teacher must list the instructional objectives. These instructional objectives will eventually assist the student, but the immediate use is to determine the list of LEARNING RESOURCES that are available from existing instructional materials.

SELECTING LEARNING RESOURCES

At least one LEARNING RESOURCE must be available for each topic. These Learning Resources could be textbooks, programmed books, modules films, audio tapes and slides, film strips, video tapes, etc. DO NOT expect a single Learning Resource to answer all questions for all students! The usual situation is exactly the opposite with many students acquiring sufficient information to ask many specific questions regarding difficult material. The teacher must answer these questions on a one-to-one basis. If a question is repeated by many students, the Learning Resource is probably inadequate.

MODULES

The search for Learning Resources for each Topic will probably reveal the need to assemble the topic forms in larger blocks since most Learning Resources, such as a film, will incl a number of topics. The separate topics and related learnin activities are usually combined into the building blocks called MODULES. The MODULE is the primary self contained unit that is to organize Individualized Instruction courses. The Module conta the following:

1. Diagnostic Pre-test (optional)
2. Prerequisites and Required Background Skills
3. Instructional Objectives
4. Student Guide
5. Information (Learning Resources)
6. Student Learning Activities
7. Laboratory Learning Activities
8. Self-Tests
9. Post-Tests

The MODULE is designed for self-study at a pace that depen upon the students academic background, motivation, and ability The information dissemination method provided by the Module must be controlled by the student, not the instructor and must be available to the student at the time that the need occurs.

If MODULES are available from other schools, Educational Materials Centers, or commercial firms the organization will be greatly simplified. Some teachers will probably state that the MODULES produced by another teacher are NOT of adequate quality or that the material is presented in the wrong manner. This ma be true, but existing MODULES are certain to provide sufficient information to allow some students to complete some of the required performance objectives. Since the production of Modules or other audio visual tutorial materials requires enormous amounts of time and money, most teachers are forced to consider and probably ado existing materials to start the Individualized Instruction program The advantage of listing the topics on forms is important because it provides the possibility of adding ALTERNATE Learning Resources support the existing Module. These resources could be instructional materials produced by the teacher. It must be assumed, however, that most schools will not have the financial resources to allocate the necessary time to develop the required Modules and Learning Resources.

LEARNING RESOURCES

The first Learning Resource to select is a reading assignment in a conventional TEXTBOOK. This resource should always be available even in the very elaborate multi-media Modules. The necessity for lectures and classroom activities in the conventional teaching method emphasizes that books alone have not provided sufficient Learning Resources for many students. The second convenient source of self instruction materials is printed PROGRAMMED INSTRUCTION materials. These materials appeared in the 1950's in many fields and were successful for some students, but were unpopular with the remainder. Programmed instruction offers immediate Learning Resources that are satisfactory but certainly not the final goal. The Module that contains alternate resources such as printed material, audio tapes, color slides, films, video tapes, computer aided instruction, etc., is the ultimate goal. The addition of the alternates will require a large amount of time and money to develop locally and are certainly expensive to purchase from outside sources. Conventional films and other audio visual materials should be included

STUDENT LEARNING ACTIVITIES

The STUDENT LEARNING ACTIVITIES must also be specified by the instructor. The activities include answering questions, solving problems, performing laboratory experiments, writing reports, etc. The IDEAL MODULE that the teacher will eventually prepare will contain all of these activities, but even the teacher that prepared the Module will probably find it necessary to add additional activities to meet changing local requirements. The well designed Module will provide the instructor with an easy method to add additional Student Learning Activities as well as additional Learning Resources.

FORMAT OF THE MODULE

The MODULE contains the following parts:

1. Directions for the use of the Module.
2. Student Guide and check list.
3. List of prerequisite Modules.
4. List of Background Skills necessary to complete the Module
5. Prerequisite Mathematics skills.
6. Performance Objectives.
7. Equipment and Supply List.
8. Information Resources such as printed materials, programme materials, audio tutor tapes, color slides, film strips, movies video tapes, etc.
9. Student learning activities such as questions, problems, reports.
10. Student Laboratory Activities.
11. Self Tests

The Modules should be packaged as small individual booklets to provide teachers with the freedom to arrange the sequence to satisfy specific local requirements. The Student Guide should include space for the instructor to add additional large group activities such as special lectures, films, and field trips in addition to alternate or additional Learning Resources and Student Activities. This flexibility will provide the teacher with the opportunity to satisfy local requirements and add new materials without the necessity of reprinting the complete Module. When the Module does become obsolete, it is easily revised since it is relatively short.

COURSE STUDENT OUTLINE

Some schools are utilizing innovating methods for the certification of the student's achievement, but it is anticipated that the conventional course pattern with a specified number of credit hours will exist for a number of years. A trend to split courses into related smaller parts called MiniCourses is spreading in a number of institutions.

In the Individualized Instruction System, the course consists of MiniCourses and the MiniCourse consists of a number of Modules.

The teacher must provide the student with a COURSE STUDENT OUTLINE that includes the sequence of required Modules. In addition the student must be provided with information about diagnostic tests, special group activities and general operating procedures.

Completing the following steps will assist with the conversion of a course to Individual Paced Instruction.

1. List the TOPICS in the course.
2. Combine the related topics and assign to MODULES.
3. Write the PERFORMANCE OBJECTIVES for each Module.
4. Locate the LEARNING RESOURCES required to assist the student to complete the performance objectives in each Module.
5. List the student LEARNING ACTIVITIES for each Module.
6. List the LABORATORY LEARNING ACTIVITIES for each Module.
7. Write the SELF TESTS for each Module.
8. Write the complete COURSE OUTLINE.
9. Write the final tests for blocks of Modules.

The development of the Modules is the essential task that will consume the greatest amount of time. Modules used in Electricity, and Electronics courses for technicians are available to assist with the organization of Individual Paced Instruction courses. For additional information write to:

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Additional Papers:

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THE PERSONALIZED SYSTEM OF INSTRUCTION:
A NEW IDEA IN EDUCATION

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ABSTRACT

This paper takes a look at the Personalized System of Instruction (PSI). This innovation in education was developed in Brazil a decade ago by Dr. Fred S. Keller and his colleagues, Drs. J.G. Sherman, Rudolfo Azzi, and Carolina Montuscelli Bori.

Since its initial development, PSI (or the Keller plan) has undergone substantial growth and is now used as a teaching technique by several thousand teachers in higher education world-wide. Five basic features are emphasized in its operation: written materials (ie. study guides) specifically designed to supplement existing traditional texts; a "mastery" philosophy of learning which allows the learner to progress only after he or she has successfully demonstrated complete knowledge of the previous material; self-pacing--an essential feature in any instructional system which allows individual learning rates; the use of lectures for learner motivation instead of learner information; and, the use of students to help tutor other students in a "peer-proctor" relationship.

The PSI system produces a very different classroom environment with the teacher and student interacting quite differently than has been true in the past.

"The Personalized System of Instruction: A New Idea in Education"

My talk today, entitled "An Alternative to Lecture", deals with a method of instruction formally known as The Personalized System of Instruction or PSI. It was originally formulated by Drs. Fred S. Keller and J.G. Sherman, both currently at the Center for Personalized Instruction at Georgetown University, Washington D.C.

My professional career to date has been greatly influenced by Dr. Sherman. I have been fortunate indeed to have been able to begin my teaching career under this man, and to have such a rewarding and effective teaching technique at my disposal. After completion of PSI courses involving some 2,000 students at three different universities, I can say, with confidence, the system works. I also believe that the almost incredible growth of the PSI Newsletter to interested professionals, from a small undertaking of some 100 mailings three years ago to its present world-wide mailing of more than 1,200, attests to PSI's vigor.

Why does the system work? This question should be largely answered in the brief film entitled "PSI: A New Idea in Education". Let me then continue the discussion, paying particular attention to the use of learning principles in effecting behavioral change in the classroom.

* * * *

Recent dramatic increases in student enrollment at colleges and universities, coupled with an always present demand for higher quality in teaching, has placed an added burden on the instructor. Often confronted with extremely large classes, he is faced with the task of either delivering formal lectures or cajoling some semblance of discussion from the assembled multitudes.

The advantage of using a straight lecture in large classes is that the instructor may control the sequence and amount of content material to be covered during any given period of time. Disadvantages of any lecture course usually stem from two major sources:

First, there is a lack of student-teacher interaction at the personal level. This defect is present unless, of course, the student is active enough to seek the teacher out after class or during office hours--providing the teacher can find the time in an already busy schedule.

The pace of content delivery is the other major disadvantage. No matter how rapidly or slowly one covers content material, some students will either be left behind or intensely bored. Tests are usually rigidly established in the lecture system allowing few, if any, degrees of freedom to the student who, for some personal reason, was unable to adequately prepare for a given test. This inherent rigidity in material presentation and testing is overcome by one of the most important aspects of PSI--self-pacing. In PSI, the student determines his own speed of progression and, thus, gears content-learning and test-taking to those periods during the semester in which he can perform most efficiently.

Before the course began, the instructor systematically divided the material to be covered during the semester into small units (not necessarily chapters). These units are presented sequentially. A student must pass

Unit 1 before he or she may attempt Unit 2. The units are approximately equal in the amount of material to be mastered.

When a student feels he has studied a unit sufficiently, he may take a test on that material. Gone are the standard student excuses for poor exam performance, ie. tests being taken in other courses the same day or illness. These exams, in most PSI courses, are structured so that a criterion score for passing requires virtually complete mastery of all material in the unit. They may be taken as often as necessary until the unit is passed with no stigma of failure. (Alternate tests usually are provided.

Tests are administered to students and graded immediately by other students who serve as proctors. These students may be graduate or undergraduate course assistants, or more advanced students in the class. In any case, proctors are chosen by the instructor because of proven mastery of the material over which they are testing. This will be covered in more detail later.

The use of proctors serves three important functions. First, they give the student immediate feedback regarding present performance in any given unit test. Second, as a peer, the proctor has an advantage over the instructor in explaining misunderstood concepts in terms more readily understandable by the student. Third, the proctors, by serving as testers, free the instructor to answer questions, from any student so desiring, on an individual basis.

Personalized instruction, then, is particularly useful when large class size makes effective student-teacher interaction impossible. Through the use of self-pacing, mastery learning, small sequential steps, and student proctoring, students in a PSI course are given a unique opportunity to perform efficiently at their own speed and with immediate and continual feedback on their present level of performance. This, coupled with the opportunity for increased interaction between student and instructor, makes personalized instruction of great value to contemporary education.

Now, with this brief overview in mind, let me attempt to clarify the system further by quoting at length from a class handout given in the past to students at Arizona State University and Georgetown University during one of Dr. Sherman's PSI courses in General Psychology (Sherman, 1974, pp 217-219).

". . . .This course is an attempt to develop a rather different way of teaching psychology. . . .In general terms, the objective of this new procedure is to offer individual instruction and attention within the framework of mass education. The hope is that each person will, in fact, master the basic material appropriate to a first course in psychology.

"Two special characteristics of this method merit immediate and special attention. First, each student should be able to move at his own pace through the entire course. The rapid worker should not be held back by a slower student nor forced to waste time listening to several repetitions of information he has already learned. Equally important, the student lagging behind should not be forced to move ahead at the sacrifice of comprehension. Some of you may finish this course before the end of the semester. That is fine. You will merit the free time that this will make available. Others may not finish the course within the time marked off as a normal semester unit. This may create special problems. How fast you go depends on you.

"Secondly, material will be presented only as you are prepared to deal with it. The student who 'missed the point' but is allowed to or forced to proceed soon compounds his slight misunderstanding into total confusion--something that 'F's' are often made of. The subject matter of this course is broken up into a series of units. You will be required to show mastery of each unit before moving on to the next. This way a small mistake can be corrected before it results in ultimate disaster. Sophocles wrote, 'One must learn by doing the thing, for though you think you know it, you have no certainty until you try.' You will be asked to try often. To demonstrate your mastery of each unit, you will be required to pass a 'readiness' test before proceeding further. For those willing to put a little effort into the job, there can be no such thing as failure, in the normal sense.

"The information you will be asked to acquire will come in five kinds of packages: text reading, workbook questions, discussions, demonstrations, and lectures. These, however, will not occur merely because it is Monday, Wednesday, or Friday. Some material is more appropriate for one type of presentation than another and none of it is appropriate until you have mastered what goes before. There will be periods of concentrated reading and other periods of little or no reading at all. A reading assignment should not be undertaken until you have passed the readiness test associated with the end of the previous unit. Likewise, any special experiments can only be done when you demonstrate you are prepared to profit from them--by passing the previous unit. All of the necessary (ie. required) material of the course comes labeled 'reading' or workbook.

"The lectures and demonstrations in this course will have a different relation to the rest of your course work than is usually the case. They will be provided only when you have demonstrated your readiness to appreciate them; no examination will be based on them; and you need not attend them if you do not wish to do so. When a certain percentage of the class has reached a certain point in the course, a lecture or demonstration will be available at a stated time, but it will not be compulsory.

"The teaching staff of your course will include a proctor, a classroom assistant, and your instructor. The proctor, a fellow undergraduate, has been chosen for his mastery of the course material and orientation, for his maturity of judgement, for his understanding of the special problems that may confront you as a beginner, and for his willingness to assist. He will provide you with all your classroom study-material except your textbooks. He will check all your readiness tests and he will be the first to pass upon them as satisfactory or unsatisfactory. His judgement will ordinarily be law but, if he is ever in serious doubt, he can appeal to a higher court for a ruling--to the instructor, if necessary. Failure to pass a test on the first try, the second, the third, or even later, will not be held against you; better too much testing than not enough if your final success is to be assured. . . .

". . . .The instructor will have as his principal responsibilities: the selection of all study materials used in the course; the organization and the mode of presenting this material; the construction of tests upon the material; and, the final evaluation of each student's progress in the course. It will be his duty, also, to provide lectures, demonstrations, and discussion opportunities for all students who have earned the privilege; to act as a clearing-house for requests and complaints; and, to arbitrate in any case of disagreement or misunderstanding between students and proctors or assistants. . . ."

With regard to the instructor's lot in such a course, I would like to continue with a quote from Dr. Keller (1968):

". . . .The instructor of such a course works harder than he did before but he profits more. He finds a new appreciation of his labors and a new dignity in his profession. He is no longer dogged with the feeling that he gives his all to those who don't understand it, don't want it, and don't deserve it.

"But his job is more difficult than before. Initially he must state his goals in rather concrete form. He must make a tentative analysis of his course content and put it in suitable units of instruction. He must know his chosen textbook or books more intimately than he ever has before. He must construct a greater variety of questions on his assignments, and they must be better questions--unambiguous and fair, not tricky or show-offish. If he designs them well enough, they will help him teach. He must learn to give lectures that are interesting enough to attract a non-captive audience and help him make worthwhile the completion of course units. He must learn to write clear supplements to unclear or over-difficult reading assignments, pointing up areas of special importance and suggesting the kinds of questions that may be asked about them. He must be alert to the progress of every student, the slow as well as the fast, and be ready with a kind word when it seems merited. He must keep an eye on the work of his subordinates lest they overstep the bounds of their function. Everywhere he must be ready to reward good conduct and prevent the bad from occurring. And so on. The instructor of such a course is a very busy man. . . ."

Now, having gone through an overview of the dynamics of the Personalized System of Instruction, I would like to give a brief description of what one might expect in a "normal" PSI classroom.

On the first day, the student receives a detailed course outline showing the breakdown of the material to be learned by unit. As we have already seen from the aforementioned handout, the instructor discusses self-pacing; the division of the text, study guides, etc. into units which are to be mastered in sequential order; the testing procedures; and introduces the proctor(s) and class assistants, explaining their function. Study guides for the first unit are also handed out. These contain pertinent objectives, questions, etc. to aid the student in learning the course's important concepts more efficiently.

The time soon comes when the student feels he is ready to take the unit test. He checks out the appropriate test form from the instructor or senior class assistant. (The test is usually short consisting of multiple-choice or short essay questions.) Upon completion, the student turns the test over to a grader or proctor, oftentimes an advanced major or simply an advanced student in the same course. Immediate feedback on questions missed to include the correct answers, where they are located, and why they are, indeed, the correct answers are provided by the proctor from the answer sheet. If the student misses something and/or doesn't understand the proctor's comments, he goes to the instructor for explanation. The course instructor is present in the classroom during all testing, answering questions on study material, etc.

The student may have to be tested several times on the same unit, but there is no penalty for failure. Each unit generally has a finite number of tests, eg. four, for this purpose. After those have been taken, the student, normally, sees the instructor, goes over the items missed, and then, for example, writes a paper on the topic.

When all the units have been passed, the student then takes a final exam. This score, plus the number of units passed (if they all were not), determine the final grade. The percentage allotted to each is variable.

As you can now see, the PSI classroom is a very busy place--but the "busy-ness" should not be confused with a lack of organization. Everyone is working--and working efficiently.

Summary

In conclusion, we have examined a method of instruction which combines, as its essential features, the strengths of basic learning theory and individualized instruction. Active responding, immediate feedback, small sequential steps, self-pacing, and a "mastery" philosophy with a highly personalized relationship between the student and his fellow students as well as between the student and his instructor are utilized.

It has been noted that this instructional system, while emphasizing five specific basic features, is by no means inflexible to the needs of individual users in different disciplines and at different institutions. This very flexibility helps insure the system's viability in the face of continued dramatic change in higher education during the years to come.

Research sophistication in this area should point to new refinements and, thus, keep the system in a position to provide an effective instructional alternative in higher education. It seems only too clear that the fifth revolution has arrived in education. No longer can innovations in educational technology, like PSI, be viewed as an interesting "gimmick" to be tried only after one has already proven himself in the traditional educational arena. Higher education, as a result of soaring costs and decreasing finances, must look to educational technology to provide new types of quality educational systems. The very survival of higher education is linked to this acceptance of change.

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STUDENT REACTIONS TO COLLEGE

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The development and growth of community and junior colleges has been characterized as "one of the few and unique accomplishments of American education in the twentieth century."[2] From 1900, when only eight junior colleges existed in the United States, with a total enrollment of fewer than 100, to 1972, the number of colleges increased to over 1,100, with a total enrollment of slightly fewer than 3 million students. In the 1960-70 decade, five hundred new colleges were created, and student enrollment increased almost fivefold. In 1971, the Carnegie Commission estimated a need for 175 to 235 new community colleges by 1980, and also suggested the need for 80,000 new and replacement faculty needed in community colleges by that date.

In Canada, I understand there are 143 postsecondary non-degree granting institutions. In 1971 to 1972 there were 149,849 students and in 1972-73, 250,403 students, presenting an expanding picture. There has been a 60 per cent increase in the last ten years and 15 to 20 institutions will open in the next 5 years. Throughout the world, one new college opened each day and there are approximately 5,000 two-year colleges.

In the United States, at least, the educational horizon became a bit murkier in 1974. Values unchallenged for decades were now under scrutiny,

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[1] Address prepared by Walter T. Schoen, Jr. and presented by Jonathan R. Warren at the International Institute on the Community College, Lambton College, Sarnia, Ontario, June 11, 1974.

[2] Cohen, Arthur. A Constant Variable. San Francisco: Jossey-Bass, 1971.

students and parents differed in their judgments about the value of college attendance, many private colleges and universities found themselves in serious financial difficulties. Postsecondary institutions found themselves, depending on one's perspective, either overbuilt or underutilized, and recruiting procedures often took on the aura of salesmanship. In the words of Edmund Gleazer of AACJC, the climate in the seventies is "less conducive to basking," "community colleges now exist in a far more competitive environment than that of the sixties," and "fast becoming a golden memory is the exhilarating growth period with its built-in forgiveness features for mistakes in judgment and ineffective performance." In short, the boom was over. This "new and different period" calls for a response from junior and community colleges different from the first two periods of their development. Given this background of initial gradual evolution, then frenetic expansion, Gleazer concludes that in the United States, "obviously our plans cannot be based on the experience and data of the sixties."

There are some apparent inconsistencies, however, in this picture. In a survey of a nationally representative sample of adults conducted last year by Educational Testing Service, 80% of the respondents between the ages of 18 and 60 said they were interested in learning more about some subject, while nearly one-third had actually become involved in some kind of formal learning experience during the past year.[3] The trend in the United States seems to be away from direct entrance to college from high school (the percentage of male high school graduates entering directly dropped from 63% in 1968 to 53% in 1972 (Ann Young, Monthly Labor Review, June 1973). The Carp-

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[3] Carp, A: Peterson, R.: & Roelfs, P. Adult Learning Interests and Experiences. In K. P. Cross & J. R. Valley: Planning Non-Traditional Programs. San Francisco: Jossey-Bass, 1974.

Peterson-Roelfs study suggests that there are 14 million adults in the United States interested in college-level enrollment.

The point is, as Pat Cross has so aptly put it, that "open admissions and a national network of public community colleges have opened the doors of postsecondary education; we now have new kinds of students with new needs on our doorstep and we aren't quite sure that we know what to do with them...these are students who are not prepared to undertake traditional college study...students differ in consistent and significant ways from the students that higher education has served in the past. They differ in interests, abilities, and expectations from traditional college students." (Cross, Serving the New Clientele for Post-secondary Education.)

During the spring of 1972, Educational Testing Service joined with the California State Legislature's Joint Committee on the Master Plan for Higher Education to engage in a study of 116 California state institutions, of which 69 were public community colleges, one purpose of which was to study the goals of the institutions. Using the IGI--Institutional Goals Inventory--students, faculty members, administrators were asked to respond to a series of statements concerning "what is" and "what should be" the goals of these colleges? The students agreed that the top three goals should be:

1. Vocational preparation--offering specific occupational curricula and programs geared to emerging career fields, retraining or upgrading of skills, assistance to students in careers plans.

2. Community--the creation and maintenance of a climate in which there is a faculty commitment to the general welfare of the institution, open and candid communication, open and amicable airing of differences, and mutual trust and respect among students, faculty, and administrators.

3. Individual Personal Development--defined as identification by students of personal goals and development of means for achieving them, and enhancement of sense of self-worth and self-confidence.

A coordinate section of the study asked other groups to respond to the same list. Faculty, administrators, the governing board, and representatives of the local community cited these identical goals, although not always in the same order as the top three "should be" goals cited by students. According to Cross, "A college with these goals would look something like this if we tried to capture its flavor from the IGI goals statement: "In an atmosphere of mutual trust and cooperation, the community colleges would concentrate in helping students decide upon personal and vocational goals and would provide specific occupational training as well as opportunities for self-exploration and the development of self-confidence and interpersonal skills."

In this instance, each of the constituent groups agreed that the top three institutional goals should be vocational preparation, individual and personal development, and community.

In contrast, the University of California administrators agreed with the faculty on two of the three goals, with undergraduates on two of the three and with graduate students on two of the three, with the Regents (who failed to include "intellectual orientation"among their top three goal priorities) on two of three, and with the local community on two of the three.

Faculty agreed with undergraduates on two of three, on one of three with the Regents, and on all three with the community.

Let me emphasize the purpose of this exercise. I think few would deny that the necessity for some agreement concerning the priorities to be given each institutional goal is a critical issue for any institution. More important, however, is the identification of those goals and the comparison of the beliefs of each constituent group. The process is at least as important as the outcome. In addition to identifying goals, we need to be aware of how students perceive their educational experiences.

This brings me to the heart of what I would like to discuss today: the student as consumer. As we think about serving the new clientele, we need to be aware of student reactions to their educational experience. To approach this question from a pragmatic point of view, we should be aware that in a world of competing demands or options for learners, we must address ourselves not so much with concerns of the institution but with the needs of the consumer. From this pragmatic point of view, our survival depends on it.

More importantly, from the pedagogical-philosophical viewpoint, we need to do this because we exist only because students exist and we have an obligation which transcends all practical concern to determine to what extent we can and should adapt our institutions to the needs of the learners.

All of us have at one time or another developed and used formal as well as informal techniques for assessing student reactions to their college experience. We see students in hallways and ask them how things are going for them--we meet them in the cafeteria--we read the student newspaper--we meet with committees of students who represent (theoretically) their colleagues--we develop an intuitive feel for the climate on the campus--sometimes we are right--we develop a feel for the right kind of vibrations--sometimes we are wrong--and it's when we are wrong that we encounter difficulty.

Hence the title, Student Reactions to College.

As you know, the 60's were turbulent years in many American institutions. In 1969, a group of congressmen visited a number of campuses across the country, talking with students to determine for themselves the reasons for the tensions that had been wracking colleges. Their report to the President of the United States contained this statement:

> On campus after campus we found widespread criticism from students who feel unable to communicate with administrators and faculty. They believe that no channel is open to them to make their views known. (Congressional Record, 1969.)

K. Patricia Cross of ETS came to a similar conclusion after a more scholarly review of the literature describing two-year college students. Little was known, she concluded, about how two-year college students felt about their college experiences, what they expected on entering college, how well their expectations were formed, or how their experiences meshed with their expectations. Cross believed these informational gaps were much more serious for students in two-year than in four-year colleges, and more serious for vocationally oriented than for transfer oriented two-year college students.

In response to the need described by Cross and confirmed by the personal observations of the Congressional group, Student Reactions to College was developed for the primary purpose of giving students in community and junior colleges a vehicle for systematically expressing their views about how well their needs were being met by their college experiences. Such a systematic expression of student views was thought to be far superior to the intuitive approach, and would provide the college--its faculty, administrators, trustees, and community supporters--information of considerable value in the day-to-day activities of the college as well as in the long-range planning and conduct of its program.

The enormous changes in college student attitudes and orientations, from the "silent generation" of the 1950's, to the activist protests of the 1960's, to what appears to be a sharp decline in active and violent protests of the 1970's, provide a broad background for viewing less momentous but nevertheless important changes in student views over shorter periods of time. The new clientele bring with them changes in attitudes toward occupational choice, toward modes of study, toward extracurricula activities, and toward other areas of immediate concern. These attitudes can and do change substantially over a period of just a few years, and indeed occasionally from year to year. Programs and activities well suited to a community or junior college population in one year may not be as appropriate a year or two later. While perceptive faculty and staff members frequently sense such changes as they are occurring, the extent and ramifications of the changes may not be known with enough confidence for officials to consider appropriate responses. Information gained from carefully selected samples of student groups, particularly if it is consistent over divergent groups of students, and over a period of time, can give sufficient confirmation to changing student needs to permit colleges to take prompt action in revising outmoded or inconvenient practices, and can provide the impetus for implementing new ones.

In the development of Student Reactions to College, the primary point of view was to ask, "What would students like to say to the faculty and administrators of the college?" The questions, "What would faculty members and administrators like to hear about student views?" was given secondary consideration. Although conflicts between these two points of view were minor, the determination of content in the developmental research was based on two hypotheses:

1. What the students want to say is the kind of information college faculty and staff are likely to find useful.
2. Questionnaires directed primarily to faculty and administrator interests, with student interests expected to be served automatically if the college staff is given the information it wants, are more numerous.

Therefore, a reversal of that priority seemed desirable, sensible, and indeed essential if students were to give the necessary time, care, and thought.

In constructing the questionnaire, a number of specifications were formulated. These were held to fairly closely, with only minor modifications in response to the views of a large number of students, faculty members, and administrators who were consulted directly in the process of constructing the instrument. The following specifications were set:

1. In serving as a vehicle through which students can provide faculty and administrators with information useful in planning and revising educational programs and services, the questionnaire emphasizes those areas of student concern about which it can realistically be expected that some action can be taken by the college. (I'll return to this later--but it is in this area we tend to fail.)
2. The questionnaire provides information about the collective views of groups of students. Problems associated with the interpretation of individual student responses are avoided, and anonymity of response is provided.

3. Unlike CUES, which incorporated a series of scales, each item in SRC provides useful information independently of other items. Although the responses to several items considered together can provide interpretations broader than those associated with any item individually, the use of scales constructed from a number of items, and representing an abstract underlying construct, is neither necessary nor the primary purpose of the SRC. For example, the item, "The college should retain the present academic calendar," is an item which has inherent value and stands alone without need for grouping.

4. The wording of the items is simple and direct, phrased the way college students describe the issues rather than the way social scientists might. The items approach the issues directly rather than through subtle allusions.

5. The persons responding to the questionnaire are students who have had at least one semester's experience at the college.

6. In order to ensure specific applicability to local situations, flexibility is provided for through an option for individual colleges to add items of local interest. Further flexibility is provided by permitting colleges to select groups of student responses. For example, the responses of students in vocational-technical programs might be compared with responses of transfer students; full-time students' responses with part-time students' responses; etc.

7. Perhaps of greatest importance, the results provided by Student Reactions to College are presented in a manner easily understandable to

college staff members and students without the need for interpretation by researchers, statisticians, methodologists, or psychometrists. The items are intended to be specific enough that possible corrective actions for undesirable situations will be immediately apparent.

What are the Contents of SRC?

The dominant area of content in SRC is concerned with the processes of instruction as experienced by the students. The difficulty of the courses, their appropriateness in relation to student goals, satisfaction with teaching procedures, and faculty relations with students are among the issues related to instruction.

Thirty-seven per cent of the items relate directly to an aspect of the instructional program or to the class preparation activities of the students. Some sample items:

4. This term, my instructors have geared their instruction to the students' interests and abilities.
5. This term, my instructors have been unable to explain something in a way I could understand it.
6. This term, my instructors have respected student points of view different from their own.

Student goals, their educational and occupational decisions, and the planning of their programs constitutes another major content area. The functioning and student use of college counseling services and faculty advisers are included in this group of items, which constitute 8 per cent of the statements. While the first group of statements deals directly with instruction, this group deals with the students' purposes in undertaking that instruction.

It should be noted that the questions are not grouped according to such categories, however, but are distributed throughout the instrument with such lead-in phrases as, "This term my instructors have...", "During the present term I have...", "I would like..." or "The college should...".

The third major area is concerned with the administrative affairs of the college as they affect students--the registration process, availability of classes, administrative regulations, acceptability of staff and information. Some examples:

133. This term I have been trapped by rigid drop and add requirements in a course I found I didn't need or want.

134. This term I have been prevented by scheduling problems from taking a course required in my field.

135. This term I have missed a course I needed because it wasn't available.

A final, diverse area includes items describing the students' out-of-class activities and problems of housing, transportation, financial support, part-time employment, and other aspects of day-to-day living. Again some examples:

170. The college should leave the control of students' out-of-class activities entirely to the students.

154. The college should cut out unessential but compulsory student costs, such as those for student activities, intercollegiate athletics, the student newspaper, etc.

These four broad areas describe the general content of the questionnaire. They are the areas considered most important by large numbers of students and staff members interviewed in planning for the questionnaire. They are also areas in which a college has some freedom to act in order to modify an existing situation seen by the students as being undesirable.

As the Regional Accrediting Commission's Draft Report indicates, "If the efforts expended in self-study are to be justified, some kind of action should result."

The Pilot Project

In the spring of 1974, ETS's Community and Junior College Program joined with 20 institutions in an SRC pilot project, preparatory to making SRC available beginning with the 1974-75 academic year. Of the institutions participating, all were publicly supported institutions from the states of Missouri, Maryland, Texas, Illinois, Alabama, California, Michigan, Virginia, New York, North Carolina, New Mexico, Ohio, and Arizona. A total of over 7,500 students participated in the project. The results of that study are now being assessed. The information derived should provide each cooperating institution an understanding of how students view their experiences at that particular college. Taken collectively, the data should give us some general overview of how students in American community colleges view their educational experiences.

PREPARING A CANADIAN
MATERIALS BIBLIOGRAPHIC NETWORK
TO SUPPORT
INDIVIDUALIZED LEARNING

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As education becomes more personalized and student orientated, curriculum developers and teacher counsellors need a more interactive system if they are to harness and deploy resources to meet the learners'needs at the time they are needed. Such a system requires the considerable degree of flexibility which modern technology can provide to search, retrieve and deliver with a cost effectiveness greater than existing systems. However, the application of such techniques is, to a considerable extent, hindered by the methods and regulations which have been adopted to meet traditional methods of production, retrieval and delivery. In addition, these traditional techniques have formed the basis of professional education and technical training for all those who must become involved in the system development - publishers, printers, librarians, teachers, lawyers and politicians.

Education for change is difficult in any area where automation is to be implemented, but in this case it is of an extremely complex nature. Briefly stated the traditional mechanisms which need to be reconsidered include -

1. The 'Publish or Perish' syndrome of the teacher or research worker which has helped to create a vast information explosion, most of which adds little to the effective communication of ideas or knowledge; has created a belief that learning may be measured in quantity rather than quality; and made it difficult to find the 'good book';
2. that rewards to a writer or producer can only be given by capital investment in a published edition whose sales may be effectively controlled by the imposition of copyright laws;

3. that the best way to provide an up-to-date index to materials in a library is to store a bibliographic description of the product on a 5x3 inch card preferably arranged under an agreed list of alphabetical subject headings approved by the U.S. Library of Congress.

Whilst the possibility of resolving these difficulties is formidable there have been some hopeful signs of a willingness to consider change, especially in Ontario. The activities of a small but dedicated group of education development officers involved in personalized learning techniques for adult retraining, has created a pool of information vastly important and refreshingly innovative to those of us involved in the task of providing access to resource materials. Parallel deliberations have now reached the stage when a truly interactive system can be seen to be viable and cost effective.

Late in 1973 a group of people began meeting informally at the College Bibliocentre. They included those involved in

- curriculum development, Ontario Ministry of Education
- curriculum development, North York Board of Education
- education services, College Bibliocentre
- library relations division of the Canadian Book Publishers' Council
- the Independent Publishers' Association
- the School Libraries' Association
- the Canadian Library Association
- publishers of Quill and Quire (a Canadian newspaper of the Bookworld)
- University of Toronto Press
- English department of York University
- editorial board of Canadian Index,

all of whom had a common problem either as vendors or users - how to provide up-to-date information on the availability of Canadian Materials for education.

In the early discussions it emerged that:

- there was no one single publication that provided full coverage of learning resource materials (though each duplicated coverage) likely to be suited to the needs of educational institutions in Canada
- the publishers of the three major catalogues available in Ontario were finding it difficult to obtain the necessary financial support for their publications
- the vendors of Canadian Materials whilst anxious to encourage sales had a difficult distribution problem, so that many in education were unaware of the usefulness of the products they offered
- vendors (publishers, distributors, etc.) intermediary dispensers (librarians,a/v directors, etc.) and users (teachers and students) all needed exactly the same descriptive data about each item to facilitate sale, purchase and retrieval - preferably prior to release or publication date of the item
- vendors must lodge a copy of each item they produce with the National Library but the role of the National Library is to produce an adequate bibliography of National Literature for research rather than an interactive system for vendors and users.

Once these aspects had been pin-pointed the group defined what they believed to be the basis for a Canadian Materials' bibliographic network for education.

Terminal objective

to develop a central machine readable resource to Canadian Materials such that a teacher or librarian could retrieve information on those items suited to specific educational needs, including their order availability when required to meet those needs.

Intermediate performance objectives

to provide an order facility for institutions to order material direct from the appropriate Canadian source

to provide a location index to items purchased by participating institutions

to provide updated computer output microfilm catalogues to Canadian Materials on subscription to any user

to provide vendors (publishers, etc.) with machine readable records for their publication.

The group then established the basic information needed by the ultimate user of the product - teacher or student in the order of priority.

I relevance to subject

- What is the purpose for which the item was produced?
- What does the reader, viewer or listener need to know in order to make effective use of the product? (Or what are the prerequisites?)
- What is the relevance in context to Canadian culture?
- How up-to-date is the information? (not when was a film released or a book published)
- What is the probable interest stimulation of the presentation?

II relevance to availability

- Is this available now,if not, when?
- Is it available in my locality and readily accessible,or is it available in my region?
- Does the use of the item call for special equipment which is available to me?

III relevance to user

- Because of special user abilities or disabilities - literacy, numeracy, physical and mental deficiencies?
- For special learning nodes? - visual, audio textual combinations.
- For specific learner levels either signified by grades, qualifications or by objectives?

The identity of the item in the store was considered separately as a user search facility requiring indices rather than classic bibliography to author, title, subject and application including course of study. Both users and file managers found that this was leading to a requirement for simplified authority files and natural language descriptors rather than controlled thesaurus. Multi-language access for a variety of ethnic groups was recognised, and it was agreed that the indexing technique would make this feasible should it become essential to the user.

Having established the ultimate requirements of the user, it was necessary to consider the responsibilities of the participants as this was to be an interactive system. It was agreed that input must be a shared responsibility between the major participants. This led to the following conclusions.

Canadian Publisher and Distributor

The Canadian vendor should be responsible for adequately identifying the product they wish to sell or offer to others and to make the user aware of the current status of each product. To facilitate this process, factual input should be within the rules agreed by the International Standard for Bibliographic Description as follows:

- author/s or individual/s responsible for intellectual input
- title of work or piece
- series title
- date of publication or production
- edition

- International Standard Number for the item and distributor agency code
- collation statement
- media code
- price and discount code
- code to identify intended market
- contents list - a factual description.

Updating the record for current availability would be carried out by adding a status code to describe when the item is to be published, reprinted, etc. It was the belief of the group that eventually larger publishing houses would find it cost effective to use their own on-line terminal. Otherwise it would be necessary to send records to a central agency for shared input.

Teacher and Librarian

Meanwhile, users of the system are required to indicate the usefulness of the item in their education program by inputting data to help others meet their selection and retrieval needs. This information would comprise two segments,

a/ description and subject retrieval for the ultimate user

b/ classification for library orientated subject arrangement

In the view of the group, the former had the greatest priority and the latter should not impede retrieval requirements if it created unnecessary delay in input.

The elements considered significant to the ultimate user were:

- indexing data for subject retrieval
- descriptive annotation

- various codes for selection by
    - course or program or objective
    - special user applications
    - cultural content
    - general education development
    - literacy level numeracy level.

It was agreed that classification numbers such as Dewey or LC should be incorporated in the data if available at the time of input.

The products and possible implications of the system are extremely diverse. For the publisher the information could assist in the production of his catalogue. In addition, it provides an opportunity to link with automated systems of warehousing and invoicing. It also provides an immediate indication of potential use which could be significant in estimating the sale of an edition. For the teacher and librarian there is an immediate ability to identify material and its availability through a variety of potential products. These can be by direct access to the computer through on-line searching; by producing subject lists on request, by printed catalogues or catalogue cards, or by the production of updated lists on microfilm.

After identifying the system requirement, it was necessary to gain the approval in principle of all the organizations involved. This has been readily forthcoming and includes many not directly involved. Probably the most gratifying response was the endorsement of the National Conference on the State of Canadian Bibliography held in May 1974.

The system mechanism already exists in the computer resource of the University of Toronto Technical Library Service. The College Bibliocentre is a major component of this growing network with a machine readable record data base to 250,000 items of print and non-print materials. The College Bibliocentre has also created a number of programs capable of manipulating the file for a variety of print-out purposes. Probably the most significant to the users will be the ability to search and retrieve using a descriptor index designed also as a system for producing subject and cross-reference indexes to book catalogues and subject lists.

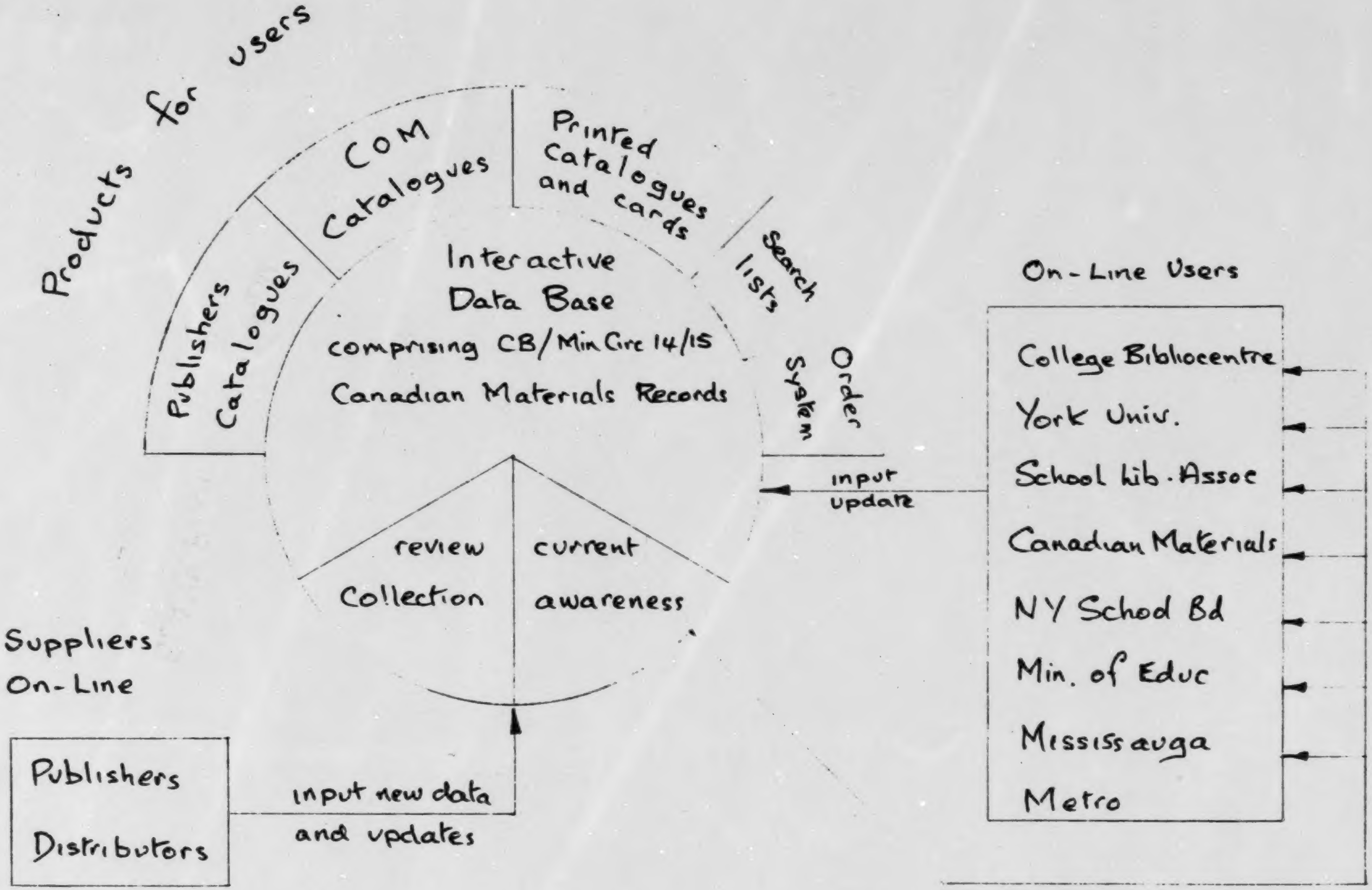
Meanwhile, the Ontario Ministry of Education also possesses a computer listing of Canadian Materials recommended for use in schools. This list could be converted to the Network format so that a major base to Canadian Materials, already coded to the recommendation of the group, could be created easily and cheaply.

However, in addition, the College Bibliocentre is exploring the possibility of incorporating curriculum objectives in the same structure as the bibliographic file. A simple experiment has already indicated that the indexing system would provide ready access to a specific curriculum objective. It would thus be possible using this system for a teacher to recall a behavioural objective, together with compatible learning materials, in addition to learning materials which have been examined and found suitable for the purpose.

The importance of such a system for ensuring that academics are aware of what is immediately available and suitable, should at least help to overcome some aspects of the so-called information explosion. There would be no need to re-write if material is easily traceable.

The problems of recompense to the author and the difficulties of copyright will need more interpretation. However it is worth noting that, in an interactive system where the publisher can get some immediate reaction to his products, it is more likely that he will respond to needs. When the subjects are defined clearly by behavioural objectives the significance of the component parts of the learning materials is also visible to the publisher. As such a system could also provide direct ordering for the segments of materials, identified as suitable for the purpose, or even monitor their use, both author and publisher may be more willing to understand and react favourably to the needs of student and teacher.

The system potential is obvious, but those involved are well aware that between creation and application comes human response to change. Innovative techniques, especially computer based, are not welcomed by librarians, teachers, publishers or lawyers. Perhaps G.B.S. was correct - 'The reasonable man adapts himself to the World; the unreasonable one persists in trying to adapt the World to himself. Therefore, all progress depends on the unreasonable man' - after all, we know that the men in these professions are reasonable: or is the support that is growing for an interactive system due to a little perceived progression these professions now employ 'persons' rather than 'men'!


Products for users
Publishers Catalogues
COM Catalogues
Printed Catalogues and cards
Search lists
Order System
Interactive Data Base comprising CB/Min Circ 14/15 Canadian Materials Records
review Collection
current awareness
input update
On-Line Users
College Bibliocentre
York Univ.
School Lib. Assoc
Canadian Materials
NY Schod Bd
Min. of Educ
Mississauga
Metro
Suppliers On-Line
Publishers
Distributors
input new data and updates

Canadian Materials Bibliographic Network for Education

DELEGATES TO THE FIFTH ANNUAL INTERNATIONAL INSTITUTE ON THE COMMUNITY COLLEGE

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